

CITY OF LA MESA

GENERAL PLAN

HOUSING ELEMENT

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Prepared by Cotton/Beland Associates

Adopted by La Mesa City Council - September 10, 1991
Amended - June 9, 1992

Mayor - Art Madrid

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Barry Jantz
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**CITY OF LA MESA
HOUSING ELEMENT UPDATE**

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I. INTRODUCTION

The City of La Mesa, incorporated as a single family suburb in 1912, is among the older jurisdictions in San Diego County. Approximately nine square miles in area, the City is located immediately adjacent the eastern boundary of the City of San Diego, and is bisected by Interstate 8. (See Figure 1)

With a 1990 population of nearly 54,000, La Mesa has evolved into a mature suburban community. With remaining vacant land in La Mesa virtually nonexistent, future residential development will occur primarily through infill on underutilized properties, and through public redevelopment efforts.

This Housing Element is intended to guide residential development and preservation in a way that coincides with the overall economic and social values of the community. The residential character of a city is largely dependent on the type and quality of its dwelling units, their location, and such factors as maintenance and neighborhood amenities. The Housing Element is an official municipal response to a growing awareness of the need to provide housing for all economic segments of the community, as well as legal requirements that housing policy be made part of the planning process. As such, the Element establishes policies that will guide City officials in daily decision making and sets forth an action program designed to enable the City to realize its housing goals.

A. STATE POLICY AND AUTHORIZATION

The California State Legislature has identified the attainment of a decent home and suitable living environment for every Californian as the State's major housing goal. Recognizing the important role of local planning programs in the pursuit of this goal, the Legislature has mandated that all cities and counties prepare a housing element as part of their comprehensive General Plans. Section 65302 (c) of the Government Code sets forth the specific components to be contained in a community's housing element. Table 1 summarizes these State requirements and identifies the applicable sections in the La Mesa Housing Element where these requirements are addressed.

State law requires Housing Elements to be updated at least every five years to reflect a community's changing housing needs. La Mesa's Housing Element was last updated in 1985 and is currently being updated in compliance with the 1991-1996 update cycle for jurisdictions within the SANDAG region.

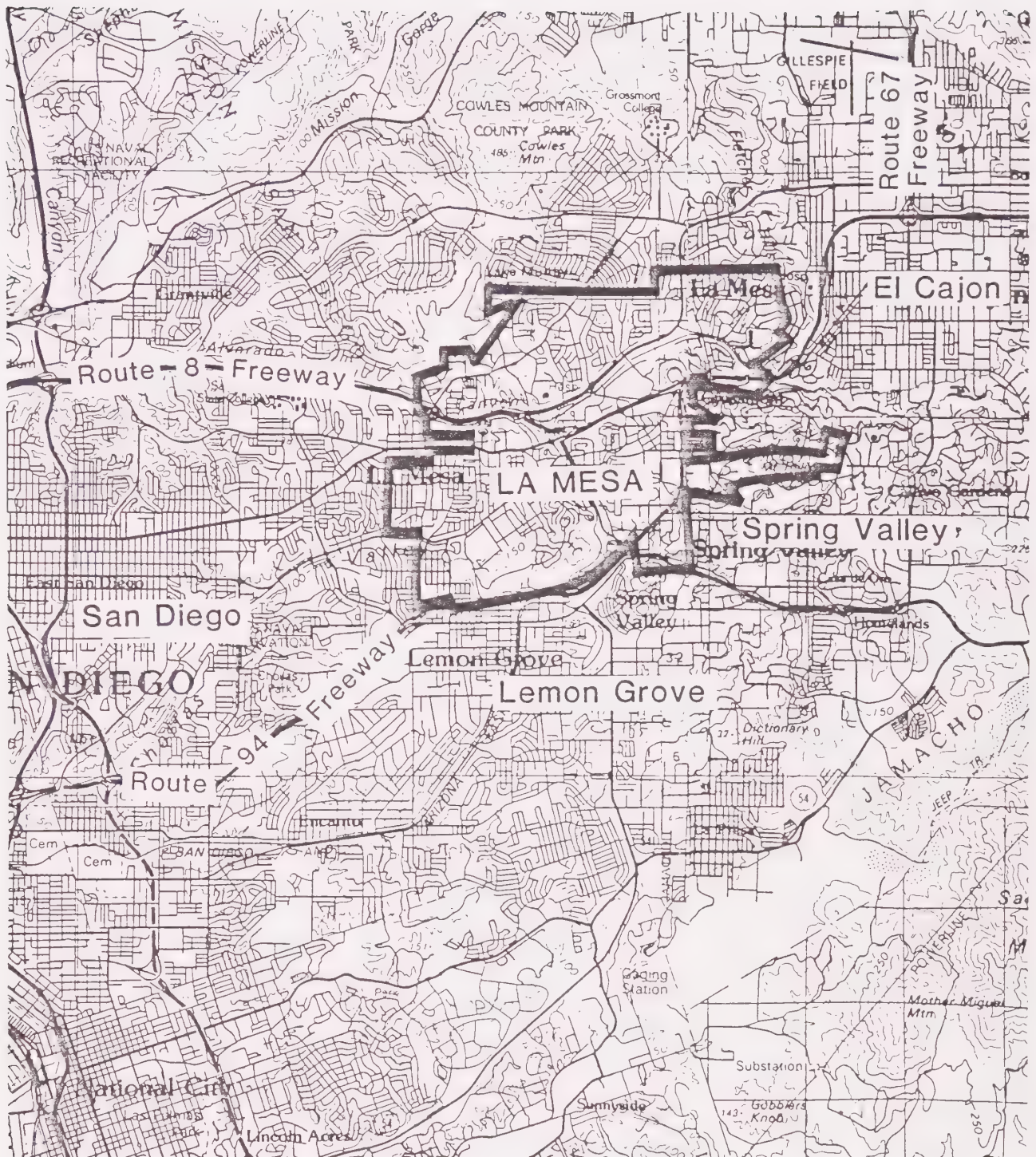


Figure 1
Regional Location Map

TABLE 1
STATE HOUSING ELEMENT REQUIREMENTS

REQUIRED HOUSING ELEMENT COMPONENT	REFERENCE
<p>A. <u>Housing Needs Assessment</u></p> <ol style="list-style-type: none"> 1. Analysis of population trends in La Mesa in relation to regional trends 2. Analysis of employment trends in La Mesa in relation to regional trends 3. Projection and quantification of La Mesa's existing and projected housing needs for all income groups 4. Analysis and documentation of La Mesa's housing characteristics including the following: <ol style="list-style-type: none"> a. level of housing cost compared to ability to pay; b. overcrowding; c. housing stock condition. 5. An inventory of land suitable for residential development including vacant sites and having redevelopment potential and an analysis of the relationship of zoning, public facilities and services to these sites. 6. Analysis of existing and potential governmental constraints upon the maintenance, improvement, or development of housing for all income levels. 7. Analysis of existing and potential nongovernmental and market constraints upon maintenance, improvement, or development of housing for all income levels. 8. Analysis of special housing need: handicapped, elderly, large families, female-headed households, farmworkers. 	<p>Chapter II, Section A</p> <p>Chapter II, Section C</p> <p>Chapter III</p> <p>Chapter II, Section B</p> <p>Chapter II, Section B</p> <p>Chapter II, Section D</p> <p>Chapter V, Section A</p> <p>Chapter IV, Section B</p> <p>Chapter IV, Sections A, C</p> <p>Chapter II, Section B</p>

TABLE 1
STATE HOUSING ELEMENT REQUIREMENTS
(continued)

REQUIRED HOUSING ELEMENT COMPONENT	REFERENCE
9. Analysis concerning the needs of homeless individuals and families in La Mesa.	Chapter II, Section B
10. Analysis of opportunities for energy conservation with respect to residential development.	Chapter V, Section B
B. <u>Goals and Policies</u>	
1. Identification of La Mesa's goals and policies relative to maintenance, improvement, and development of housing.	Chapter VI, Section A
C. <u>Implementation Program</u>	
An implementation program should do the following:	
1. Identify adequate sites which will be made available through appropriate action with required public services and facilities for a variety of housing types for all income levels.	Chapter VI, Section C
2. Program to assist in the development of adequate housing to meet the needs of low-and moderate-income households.	Chapter VI, Section C
3. Identify and, when appropriate and possible, remove governmental constraints to the maintenance, improvement, and development of housing in La Mesa.	Chapter VI, Section C
4. Conserve and improve the condition of the existing and affordable housing stock in La Mesa.	Chapter VI, Section C

B. ORGANIZATION OF THE HOUSING ELEMENT

The City of La Mesa Housing Element is comprised of the following major components:

1. An analysis of the City's population, household and employment base, and the characteristics of the City's housing stock (Chapter II).
2. A summary of the present and projected housing needs of the City's households (Chapter III).
3. A review of potential constraints to meeting the City's identified housing needs (Chapter IV).
4. An evaluation of opportunities that will further the development of new housing (Chapter V).
5. A statement of the Housing Plan to address La Mesa's identified housing needs, including housing goals, policies and programs (Chapter VI).

C. RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The City of La Mesa General Plan is comprised of nine elements: 1) Land Use; 2) Housing; 3) Scenic Highway and Urban Design; 4) Historic Preservation; 5) Circulation; 6) Public Services and Facilities; 7) Conservation and Open Space; 8) Safety; and 9) Noise. Concurrent with this update to the City's Housing Element, the La Mesa General Plan is undergoing a comprehensive update. A major purpose of this update is to achieve internal consistency among all elements. By undertaking a comprehensive update to the City's General Plan, background information and policy direction presented in one element is also reflected in other Plan elements. For example, residential development capacities established in the Land Use Element and constraints to development identified in the Safety Element are incorporated within the Housing Element. This Housing Element Update builds upon the other General Plan elements and is entirely consistent with the policies and proposals set forth by the Plan.

D. PUBLIC PARTICIPATION

Section 65583 (c)(5) of the Government Code states that "The local government shall make diligent effort to achieve public participation of all economic segments of the community in the development of the housing element, and the program shall describe this effort."

As part of the comprehensive update to the General Plan, the La Mesa City Council appointed a twenty-eight member citizens committee to assist in

identifying issues to be addressed by the Plan, and in formulating goals and policies. The citizens committee met weekly for nearly four months, and developed a list of policies, in order of priority, for inclusion in each General Plan element. For purposes of complying with the specific requirements of the Housing Element, citizen committee policies were augmented with goals and policies from the adopted 1985 La Mesa Housing Element, as well as additional policies developed to address identified housing needs.

Public hearings will be held on this revision to the Housing Element, before both the Planning Commission and City Council. Notification is published in the local newspaper in advance of each hearing. Public hearings are also held annually on the City's participation in the Community Development Block Grant Program of the County of San Diego.

The City intends to continue to support and cooperate with the Heartland Human Relations Association, and the San Diego County Housing Authority, in promoting equal housing opportunity for all economic segments of the community.

E. SOURCES OF INFORMATION

The analysis of population characteristics and existing housing stock for the Housing Element is based primarily on the following sources:

1. U.S. Department of Commerce, Bureau of Census, 1980 Census report;
2. State of California, Department of Finance, Controlled Population Estimates for 1-1-90;
3. San Diego Association of Governments (SANDAG), Regional Needs Statement - San Diego Region;
4. City of La Mesa Housing Assistance Plan (HAP) and 1989 Performance Report; and
5. Urban Decision Systems (UDS) Demographic Trends - 1990.

Whenever possible, Census, Department of Finance and SANDAG figures are used. Estimates and projections by Urban Decision Systems are used to supplement any information gaps. UDS annually prepares demographic household updates based on data supplied by Federal, State, county and city sources. In order to ensure consistency with population and housing unit totals obtained from Department of Finance and SANDAG, slight adjustments were made to the UDS data to reflect these totals.

II. BACKGROUND INFORMATION

A successful strategy for improving housing conditions must be preceded by an assessment of the housing needs of the community and region. This section of the Housing Element discusses the major components of housing need - that is, the trends in La Mesa's population, households, and employment base and the type of housing available. Since these changes have not occurred in a vacuum, the regional context is also presented.

The analysis which follows is broken down into four major subsections. Section A, Population Characteristics, analyzes the City of La Mesa in terms of individual persons and attempts to identify any population trends that may affect future housing needs. Section B, Household Characteristics, analyzes La Mesa in terms of households, or living groups, to see how past and expected household changes will affect housing needs. Section C, Employment, analyzes La Mesa residents in terms of occupation and employment sources as this directly affects the need for and location of housing. Section D, Housing Stock, analyzes the housing units in La Mesa in terms of availability, affordability, and condition. This assessment of La Mesa's housing needs will serve as the basis for identifying appropriate policies and programs in the Element to address these needs.

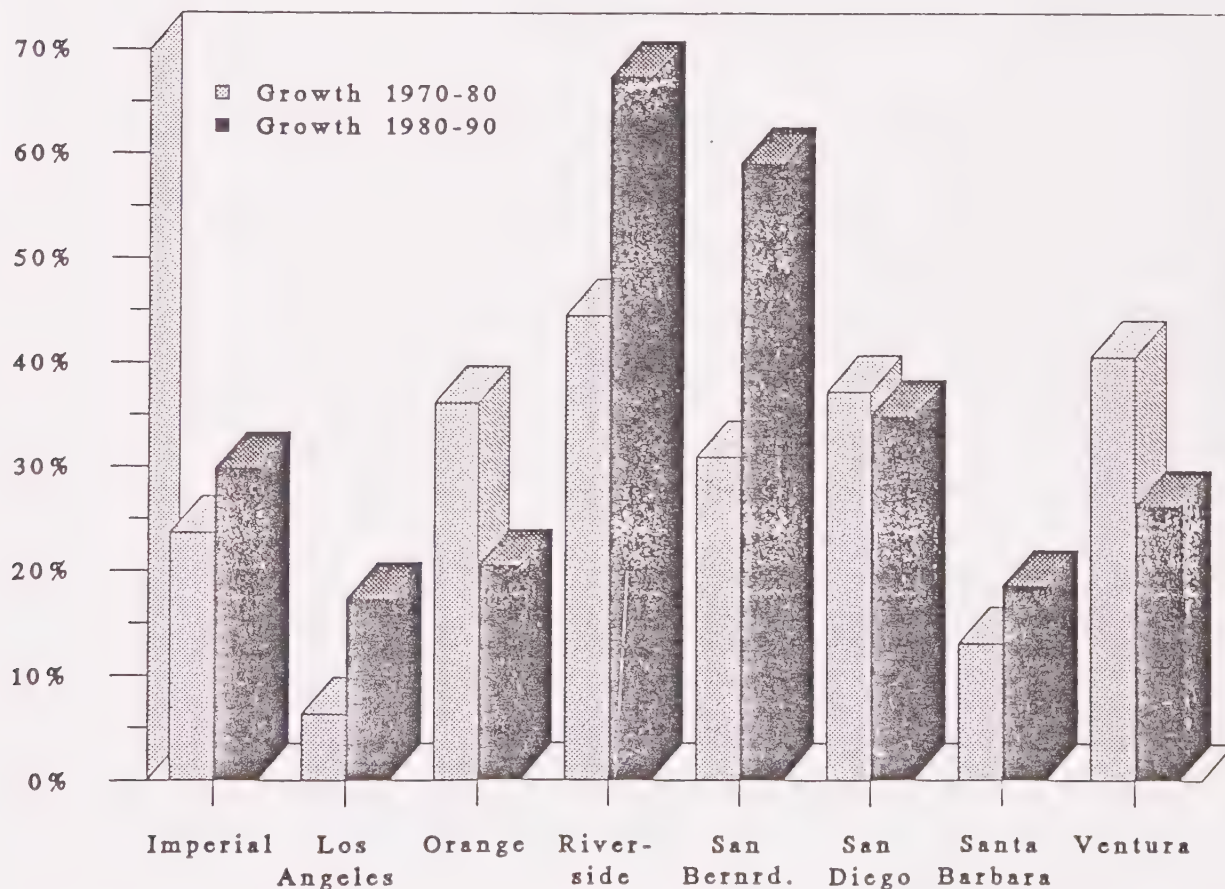
A. POPULATION CHARACTERISTICS

The entire Southern California region, including San Diego County, is among the fastest growing in the nation. Southern California, which includes Imperial, San Diego, Riverside, San Bernardino, Los Angeles, Orange, Ventura and Santa Barbara Counties, grew from 11,688,707 persons in 1970 to 13,750,217 persons in 1980, representing a population gain of over 17 percent (see Table 2). During this same ten year period, the population in San Diego County increased by 503,992 persons, or 37 percent, indicating that San Diego is growing much faster than the Southern California region as a whole. Growth during the 1980s has been rapid as well. Between 1980 and 1990 the Southern California population grew by an additional 3,532,063 persons (25.7%). San Diego County increased in population by 648,068 persons between 1980 and 1990, a 35 percent increase.

TABLE 2
REGIONAL POPULATION GROWTH: 1970-1990

COUNTY	POPULATION			CHANGE 1970-1990	
	1970	1980	1990	NO.	%
Imperial	74,492	92,110	119,600	45,108	+60.6
Los Angeles	7,032,075	7,477,503	8,769,944	1,737,869	+24.7
Orange	1,420,386	1,932,503	2,326,211	905,825	+63.8
Riverside	459,074	663,166	1,110,021	650,947	+141.8
San Bernardino	684,072	895,016	1,423,760	739,688	+108.1
San Diego	1,357,854	1,861,846	2,509,914	1,152,060	+84.8
Santa Barbara	264,324	298,694	354,072	89,748	+34.0
Ventura	376,430	529,174	668,553	292,123	+77.6

Source: U.S. Department of Commerce, Bureau of the Census, 1970 and 1980 Census Report;
State of California Department of Finance, Controlled Population Estimates for January 1, 1990.



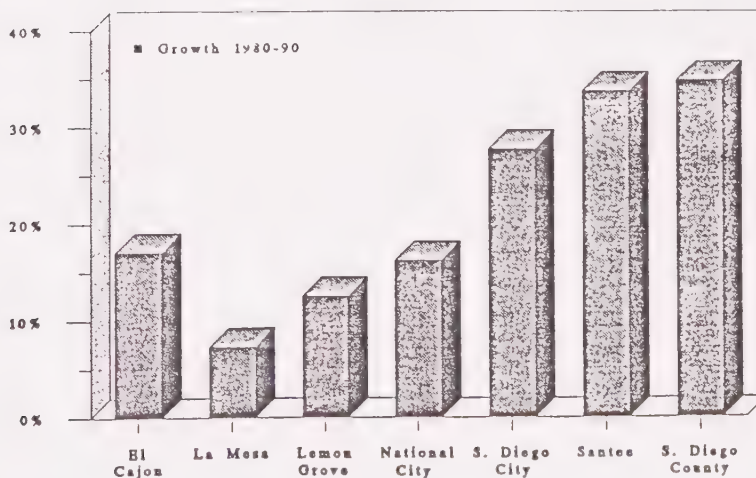
The 1990 population of La Mesa is estimated by the California Department of Finance to be 53,976 persons, ranking it 10th among the County's 18 jurisdictions. The cause of growth in La Mesa is due primarily to the migration of residents into San Diego County. While the rate of growth in La Mesa has generally been comparable to that which has occurred County-wide, as La Mesa has become more built out, growth rates have fallen below those in the region (see Table 3). Unlike other more rapidly growing portions of the county, La Mesa has very little vacant land remaining for new development, resulting in a 1980-1990 population growth rate of 7.3 percent, among the lowest in the County.

TABLE 3
POPULATION TRENDS: LA MESA AND
SURROUNDING AREAS
1980 & 1990

JURISDICTION	1980(a)	1990(b)	%
			INCREASE
El Cajon	73,892	86,494	17.1
La Mesa	50,308	53,976	7.3
Lemon Grove	20,780	23,379	12.5
National City	48,772	56,649	16.2
San Diego	857,538	1,118,282	27.7
Santee	40,182	53,737	33.7
San Diego County	1,861,846	2,509,914	34.8

Source: (a) U.S. Department of Commerce, Bureau of the Census, 1980 Census Report;

(b) State of California, Department of Finance, Controlled Population Estimates for 1-1-90.



As illustrated in Table 4, population growth in La Mesa peaked during the 1940s and 1950s, though the City continued to experience significant growth rates of over 25 percent during the 1960s and 1970s. The slowing of population growth to less than 8 percent during the 1980s represents the lowest level of growth since the City's incorporation in 1912. Annual rates of change in population between 1980 and 1990 never exceeded two percent. Between 1986 and 1987, the city's population evidenced a slight decline.

TABLE 4
CITY OF LA MESA
HISTORICAL POPULATION TRENDS: 1912-1990

YEAR	POPULATION	% INCREASE
1912	700	
1920	1006	43.7
1930	2513	150
1940	3925	56.2
1950	10,946	179
1960	30,441	178
1970	39,178	28.7
1980	50,308	28.4
1990	53,976	7.3
1981	50,314	0.01
1982	51,044	1.45
1983	52,101	2.07
1984	52,508	0.78
1985	52,598	0.17
1986	52,725	0.24
1987	52,090	(1.20)
1988	52,296	0.40
1989	53,004	1.35
1990	53,976	1.83

Source: U.S. Department of Commerce, Bureau of Census,
1980 Census Report;
State of California, Department of Finance, Controlled
Population Estimates for 1981-90.

Age Characteristics

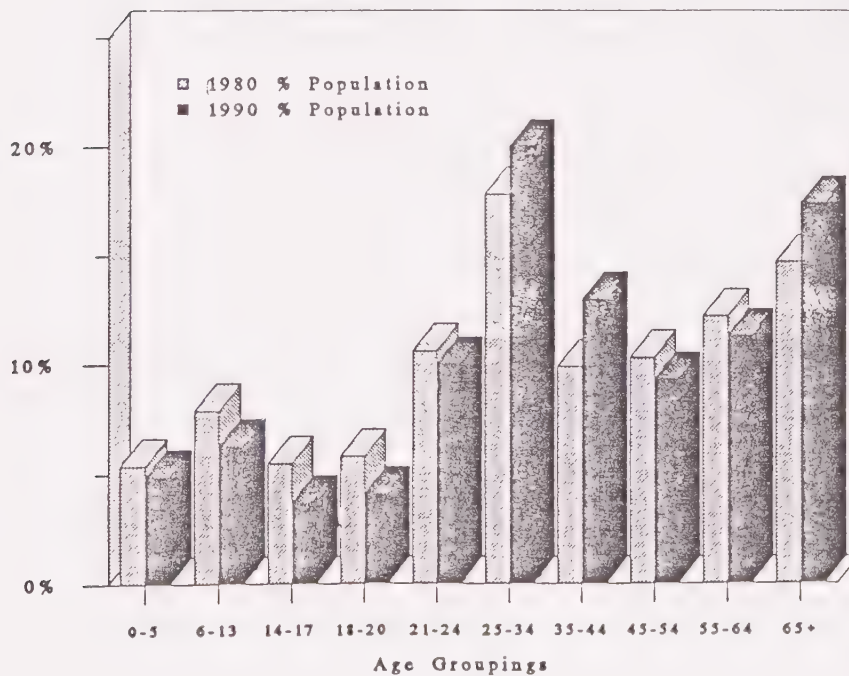
The age structure of a population is an important factor in evaluating housing needs and projecting the direction of future housing development. Table 5 illustrates the age distribution of La Mesa residents in 1980 as reported by the Census and in 1990 by using estimates of Urban Decision Systems. As evidenced by the increase in median age from 33 years in 1980 to nearly 36 years in 1990, La Mesa is a maturing community. Factors contributing to the rising median age include the lower proportions of children and teenagers in La Mesa, and an approximate 3 percent increase in the elderly population over age 65. More "efficiency" units for independent living may be needed to accommodate the rising elderly population. Also, proportional increases in the 25-34 and 35-44 age cohorts may indicate an increased need in affordable housing for first-time homebuyers.

TABLE 5
CITY OF LA MESA
AGE CHARACTERISTICS: 1980 & 1990

AGE RANGE	1980 (a)		1990 (b)	
	# OF PERSONS	% OF POPULATION	# OF PERSONS	% OF POPULATION
0-5	2,725	5.4	2,645	4.9
6-13	3,982	7.9	3,400	6.3
14-17	2,750	5.5	1,997	3.7
18-20	2,895	5.8	2,213	4.1
21-24	5,336	10.6	5,398	10.0
25-34	8,951	17.8	10,795	20.0
35-44	4,965	9.9	7,017	13.0
45-54	5,167	10.3	5,020	9.3
55-64	6,143	12.2	6,099	11.3
65 +	7,393	14.7	9,392	17.4
Total	50,307	100.0	53,976	100.0
Median Age	33.0		35.8	

Source: U.S. Department of Commerce, Bureau of Census, 1980 Census Report.

1990 figures are obtained by applying proportions of age distribution projected by Urban Decision Systems to Department of Finance estimates of 1990 total population.



Race/Ethnicity Characteristics

The racial and ethnic make-up of a population affects housing needs based on the unique household characteristics of different groups, and household size in particular. As illustrated by its racial composition (refer to Table 6), La Mesa is a predominantly white community, with whites comprising 95.4% of the City's population in 1980 and 92.3% in 1990. Though increasing, other racial representations still comprise a very small portion of the City's population. Blacks (2.9%) and Asians (2.7%) comprise the two predominant non-white racial groups in La Mesa. Blacks and Whites are the only growing racial representations in the City.

In addition to the five primary racial groups, the Census has a separate question related to whether the householder is of Spanish/Hispanic origin. "Origin" is defined as the ancestry, nationality group, lineage, or country in which the person's ancestors were born before their arrival to the United States. Persons of Spanish Origin can be of any of the five racial categories. An estimated 7.4 percent of La Mesa's 1990 population is of Spanish/Hispanic origin, representing a slight increase from 1980 by about 800 residents.

TABLE 6
CITY OF LA MESA
ETHNIC COMPOSITION: 1980 & 1990

RACE AND ETHNICITY	1980 (a)		1990 (b)	
	NUMBER OF PERSONS	% OF POPULATION	NUMBER OF PERSONS	% OF POPULATION
White	47,975	95.4	49,820	92.3
Black	928	1.8	1,565	2.9
Indian	266	0.5	486	0.9
Asian/Pacific Islander	798	1.6	1,457	2.7
Other	340	0.7	648	1.2
Total	50,307		53,976	
Spanish Origin	3,196	6.4	3,994	7.4

Source: (a) U.S. Department of Commerce, Bureau of Census, 1980 Census Report;

(b) 1990 figures are obtained by applying proportions of ethnic composition projected by Urban Decision Systems to Department of Finance estimates of 1990 total population.

B. HOUSEHOLD CHARACTERISTICS

Information on household characteristics is an important indicator of housing needs in a community. The Bureau of the Census defines a household as all persons who occupy a housing unit, which may include families related through marriage or blood, unrelated individuals living together, or individuals living alone. Persons living in retirement or convalescent homes, dormitories, or other group living situations are not considered as households.

In 1980, there were a total of 21,563 households in the City of La Mesa. According to the Department of Finance, the City had grown to 23,144 households in 1990, representing a 7.3 percent increase during the ten year period. As presented in Table 7, families represented the City's predominant household type in 1980 (61.8%), somewhat below the county-wide proportion (69%) of family households. Single-person households represented the second largest household group in La Mesa, comprising 28.4 percent of all households. An estimated 9.7 percent of the City's households fell within the "other" category, representing individuals who share a housing unit and are not related by blood or marriage.

Based on 1990 household estimates by Urban Decision Systems, the proportion of family households in La Mesa has decreased from 61.8 to 55.6 percent of total households. Factors contributing to this decline in the proportion of families may include the rising Senior and student populations, and the increased number and proportion of multi-family housing units in the City. Single-person households on the other hand have increased in relative magnitude since 1980 and currently comprise an estimated 32.4 percent of the City's total households. Finally, current estimates indicate an increase in the proportion of non-related individuals living together, "other" households comprising 12 percent of the total.

TABLE 7
CITY OF LA MESA
HOUSEHOLD TYPE: 1980 & 1990

HOUSEHOLD TYPE	1980(a)		1990(b)	
	NO. HOUSEHOLDS	% OF TOTAL	NO. HOUSEHOLDS	% OF TOTAL
Families	13,334	61.8	12,868	55.6
Singles	6,134	28.4	7,499	32.4
Other	2,095	9.7	2,777	12.0
Total	21,563		23,144	

Source: (a) U.S. Department of Commerce, Bureau of Census, 1980 Census Report;
(b) 1990 figures are obtained by applying proportions projected by Urban Decision Systems to Department of Finance estimates of 1990 total number of households.

Household Size

Household size is an important indicator identifying sources of population growth as well as overcrowding in individual housing units. A city's average household size will increase over time if there is a trend toward larger families. In communities where the population is aging, the average household size may actually decline.

La Mesa has maintained a constant rate of 2.27 persons per household between 1980 and 1990. (Refer to Table 8.) This consistency in household size is likely attributable to the City's relatively slow rate of growth during the 1980s, combined with the gradual maturing of the population. Both factors tend to have a stabilizing effect on population. In comparison with San Diego County (2.63 persons per household), the average household size in La Mesa is much lower, reflecting both a lower incidence of families and of ethnic groups with large families.

TABLE 8
HOUSEHOLD SIZE: 1980 & 1990

JURISDICTION	1980(a)	1990(b)
La Mesa	2.27	2.27
San Diego County	2.62	2.63

Source: (a) U.S. Department of Commerce; Bureau of Census, 1980 Census Report;

(b) State of California, Department of Finance, Controlled Population Estimates for 1-1-90.

Overcrowding

Overcrowding is another indicator of housing affordability. Unit overcrowding is caused by the combined effect of low earning and high housing costs in a community, and reflects the inability of households to buy or rent housing which provides reasonable privacy for their residents. The Census defines overcrowded households as units with greater than 1.01 persons per room, excluding kitchens, bathrooms, hallways and porches.

According to the 1980 Census, the incidence of overcrowding was minimal in La Mesa, with only 2.0 percent of households defined as overcrowded, compared with 5.6 percent County-wide. Applying this same percentage to the total number of households in 1990 translates to 463 overcrowded households. (Refer to Table 8.) However, the rate of overcrowding may have increased since 1980 based on housing costs which have increased at a rate exceeding gains in income. With the publication of 1990 census data, the magnitude of overcrowding can be more precisely identified.

Household Income

An important factor with respect to housing affordability is household income. While upper income households have more discretionary income to spend on housing, low and moderate income households are more limited in the range of housing they can afford.

According to SANDAG estimates, La Mesa's median household income in 1988 was \$27,875. As illustrated in Table 9, household income in La Mesa was approximately 6 percent lower than the County as a whole, with over 20 percent of households earning less than \$15,000 annually. Most of the jurisdictions in the surrounding area also had incomes which fell below those in the region.

TABLE 9
1988 HOUSEHOLD INCOME DISTRIBUTION: LA MESA AND SURROUNDING AREAS

	Median Income	Percent Above/Below Median	Under \$10,000	\$10,000 - \$14,999	\$15,000 - \$24,999	\$25,000 - \$34,999	\$35,000 - \$49,999	\$50,000 AND UP	# HHS
El Cajon	\$24,561	- (17.5)	4,733 14.5%	3,976 12.2%	7,914 24.3%	6,042 18.5%	5,351 16.4%	4,562 14.0%	32,578
La Mesa	\$27,875	- (6.3)	2,596 11.5%	2,360 10.5%	5,096 22.6%	4,265 18.9%	4,138 18.3%	4,101 18.2%	22,556
Lemon Grove	\$28,215	- (5.2)	757 9.3%	729 8.9%	1,975 24.2%	1,919 23.5%	1,796 22.0%	980 12.0%	8,156
National City	\$18,270	- (37.1)	3,224 21.6%	2,500 16.7%	4,312 28.8%	2,585 17.3%	1,644 11.0%	692 4.6%	14,957
San Diego	\$28,480	- (4.3)	48,291 12.2%	40,444 10.2%	84,974 21.4%	71,117 17.9%	71,156 17.9%	80,966 20.4%	396,948
Santee	\$35,385	18.9	775 4.4%	785 4.5%	29,465 16.8%	4,134 23.6%	4,340 30.4%	3,574 20.4%	17,554
San Diego County	\$29,755		91,487 10.8%	80,738 9.5%	177,304 21.0%	154,788 18.3%	159,699 18.9%	182,259 21.5%	846,275

Source: San Diego Association of Governments, 1988 Household Income Estimates.

Note: Median Income measured in 1987 dollars.

The Department of Housing and Urban Development (HUD) and the State Department of Housing and Community Development (HCD) have developed the following income categories and their definitions:

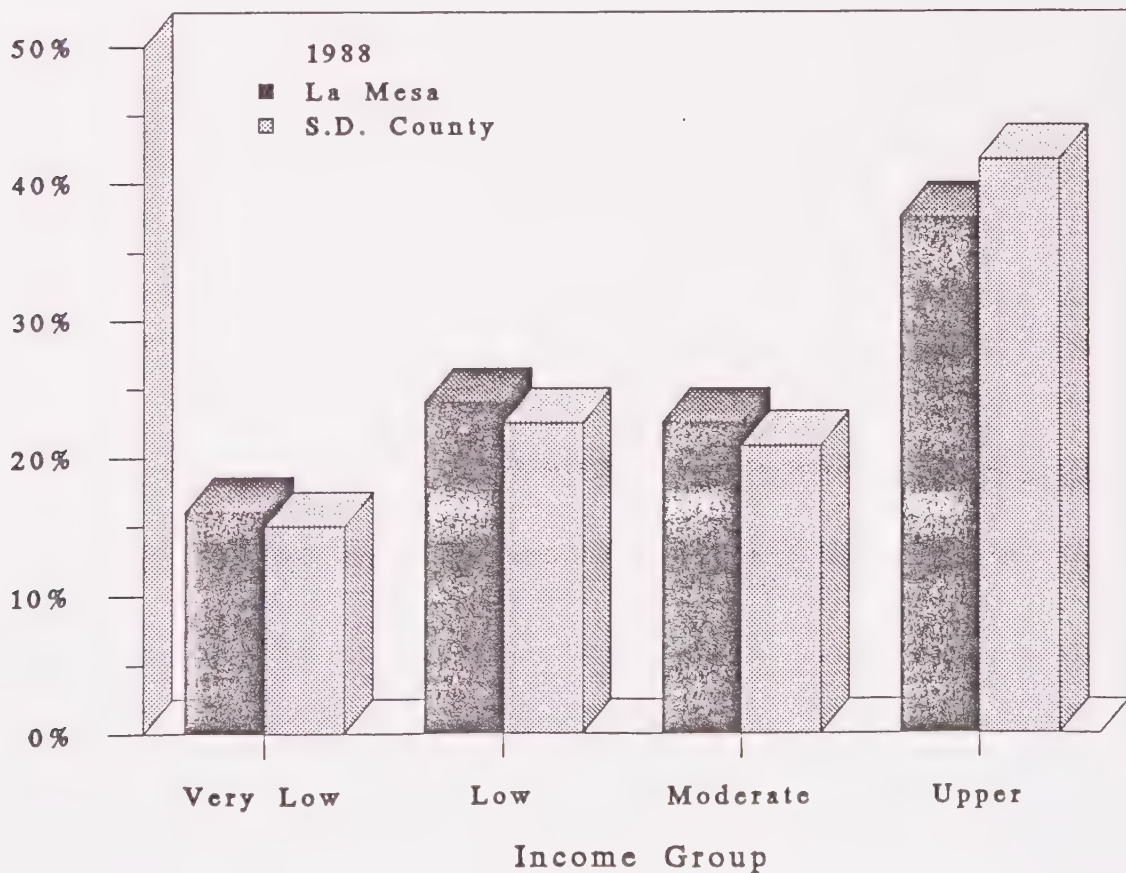
- Very Low Income - less than 50 percent of the regional (County) median.
- Low Income - between 51 and 80 percent of the County median.
- Moderate Income - between 81 and 120 percent of the County median.
- Upper Income - greater than 120 percent of the County median.

The City's 1980 and 1988 income distributions can be divided into these four income categories through interpolation, as presented in Table 10. According to SANDAG estimates, La Mesa has experienced a proportional decrease in Very Low and Upper Income households, and a proportional increase in Low and Moderate Income households during the 1980-1988 period. Very Low Income households have experienced the greatest proportional change of any group, with 16.1 percent of the City's 1988 households in 1988 earning less than half the County median income, as compared with 22.8 percent in 1980; this represents a numeric decrease of approximately 1,300 households classified as Very Low Income. Conversely, Low Income households have increased, from 18 percent in 1980 to 24 percent in 1988, representing a numeric growth of approximately 1,600 households. Moderate Income households have also increased from 20 percent to 23 percent. Finally, the proportion of Upper Income households in La Mesa have declined slightly from about 40 percent in 1980 to 38 percent in 1988, reflecting a numeric decrease of 140 households. In comparison with San Diego county as a whole, La Mesa has a slightly greater proportion of Very Low, Low and Moderate Income households, and a lesser proportion of Upper Income households.

TABLE 10
HUD INCOME GROUPS: LA MESA AND SAN DIEGO COUNTY

	LA MESA				SAN DIEGO COUNTY	
YEAR	1980		1988		1988	
INCOME CATEGORY	HOUSEHOLDS	% OF TOTAL	HOUSEHOLDS	% OF TOTAL	HOUSEHOLDS	% OF TOTAL
Very Low	4,912	22.8	3,629	16.1	126,813	15.0
Low	3,836	17.8	5,404	24.0	190,216	22.5
Moderate	4,233	19.6	5,070	22.5	176,015	20.8
Upper	8,589	39.8	8,453	37.5	353,231	41.7
TOTAL	21,750	100.0	22,556	100.0	846,275	100.0
1980 median County Income: \$17,107 1988 median County Income: \$29,755 1980 median La Mesa Income: \$16,802 1988 median La Mesa Income: \$27,875						

Source: San Diego Association of Governments, 1988 Household Income Estimates.



Housing Affordability

State and Federal standards for housing overpayment are based on an income-to-housing cost ratio of 30% and above. (However, as the 1980 Census utilized an overpayment standard of 25%, some sources which rely on 1980 Census data--e.g., SANDAG--may still utilize the 25% overpayment criteria.) Households paying greater than 30 percent have limited remaining income for other necessities such as food, clothing, utilities and health care. Upper Income households are generally capable of paying a larger proportion of their income for housing; therefore, estimates of housing overpayment generally focus on lower income groups.

Distinguishing between renter and owner housing overpayment is important because, while homeowners may over-extend themselves financially to afford the option of home purchase, the owner always maintains the option of selling the home. Renters, on the other hand, are limited to the rental market and are generally required to pay the rent established in that market.

The SANDAG Regional Housing Needs Statement is based on an income-to-housing cost ratio of 25%. Based on SANDAG estimates, La Mesa had 5,094 lower-income renter households in 1980 that paid more than 25% of their income on rent, representing 50% of the renters in the City (refer to Table 11). In contrast, an estimated 1,012 of the City's lower-income homeowners overpaid for housing, representing 9% of all homeowners. This discrepancy is due in large part to the tendency of renter households to have lower incomes than owner households. Applying the 1980 ratio of overpayment among lower-income renters and homeowners to the 1990 ratio of renter- and owner-occupied units translates to 5,937 lower-income renters and 1,002 lower income owners overpaying for housing.

TABLE 11
CITY OF LA MESA
LOWER INCOME HOUSEHOLDS PAYING GREATER THAN 25%
OF INCOME FOR SHELTER

TENURE	1980(a)	1990(b)	% CHANGE
Owner	1,012	1,002	(0.9)
Renter	5,094	5,938	16.6
Total	6,106	6,940	13.7

Source: (a) U.S. Department of Commerce, Bureau of Census, 1980 Census Report;

(b) 1990 figures are obtained by applying the proportions of lower-income overpayers estimated by SANDAG for 1980 to the 1990 proportions of owner and renter occupied units projected by Urban Decision Systems and the total number of owner and renter occupied units estimated by the State Department of Finance.

Special Needs Groups

Certain segments of the population may have more difficulties in finding decent, affordable housing due to special circumstances. In La Mesa, these "special needs" groups include the elderly, disabled persons, large families, female-headed households, farmworkers, students and the homeless. The number of special needs households (or persons) in La Mesa is summarized in Table 12.

TABLE 12
SUMMARY OF SPECIAL NEEDS GROUPS: 1990

NEEDS GROUP	1990 NUMBER OF HHS/PERSONS	% TOTAL
A. Elderly (65+) (Persons)	3,392	17.4
Elderly - Low Income Households	1,335	5.8
B. Large Families	1,097	4.7
Large Families - Low Income	190	0.8
C. Disabled (Persons)	5,560	10.3
D. Female-Headed Households	2,299	9.9
With Children	1,508	6.5
E. Farmworkers (Persons)	237	0.4
F. Students (Persons)	6,401	11.9
G. Homeless (Persons)	40	0.07

Source:

- A. 1990 estimates of elderly population obtained by applying proportions from the 1988 La Mesa HAP to 1990 Department of Finance estimates of total households and population.
- B. 1990 estimates of large families obtained by applying proportions from the 1988 La Mesa HAP to 1990 Department of Finance estimates of total households and population.
- C. 1990 figure of disabled population obtained by applying 1988 La Mesa HAP estimates to 1990 Department of Finance estimates of total population.
- D. 1990 estimate of female-headed households obtained by applying 1980 census proportions to 1990 Department of Finance estimates of total households. Female-headed households with children estimated by extrapolating from the 1988 La Mesa HAP estimates.
- E. 1990 farmworker population obtained by extrapolating from 1988 estimates by SANDAG's Regional Housing Needs Statement.
- F. 1990 student population in La Mesa estimated by applying 1989 proportion of student population provided by SANDAG Regional Housing Needs Statement to 1990 Department of Finance estimate of total population.
- G. 1990 homeless population estimated by SANDAG Regional Housing Needs Statement.

Elderly: The special needs of many elderly households result from their limited, fixed incomes, physical disabilities and dependence needs. In 1980, the relative proportion of elderly in La Mesa (14.7%) was significantly higher than the County as a whole (10.3%). The proportion of elderly in La Mesa has continued to grow; the 1990 elderly population is estimated to constitute 17.4% of the City's total population. This increase in elderly is reflective of the "aging-in-place" of the City's residents, as well as the construction of over 400 units of senior citizen housing since 1980.

Based on projections from the City's 1988 Housing Assistance Plan, an estimated 1,335 lower income elderly households are in need of rental subsidies in 1990, constituting 5.8% of the City's total households. The construction of over 125 units of senior rental housing since 1988 will assist in meeting some of this need.

Housing needs of the City's elderly are addressed through housing policies and programs for congregate housing, reverse mortgages, rental subsidies, and housing rehabilitation assistance.

Large Families: Large families are identified in State housing law as a group with special housing needs based on the limited availability of adequately sized, affordable housing units. Large households are often of lower income, frequently resulting in the overcrowding of smaller dwelling units and in turn accelerating unit deterioration.

An estimated 1,097 La Mesa households had five or more members in 1990, representing less than 5 percent of the City's total households. Projecting from the Housing Assistance Plan, 190 of the City's large family households are in need of rental subsidies, representing 3.4% of the City's rental assistance needs. The extent of large families in need of housing assistance in La Mesa is therefore limited, and their needs can be addressed through housing programs targeted at reducing the rent or mortgage costs of larger dwelling units in the community.

Handicapped: Physical handicaps can hinder access to housing units of conventional design as well as limit the ability to earn adequate income. The proportion of handicapped/disabled individuals is increasing nationwide due to overall increased longevity and lower fatality rates. An estimated 5,560 La Mesa residents had work and/or transportation disabilities in 1990, comprising 10.3% of the City's population. According to the City's 1988 Housing Assistance Plan, this translates to an estimated 3,132 handicapped households, 994 (31.7%) of which are elderly disabled households.

Although no current comparisons of disability with income, household size, or race are available, it is reasonable to assume that a substantial portion of the handicapped fall within the Section 8 income limits, especially those households not in the labor force. Further, a substantial portion of the lower income handicapped are likely in need of housing assistance. Their housing need is further compounded by design and location requirements which are limited in

supply and are often more costly. Special needs of households with wheelchair-bound or semi-ambulatory individuals, for example, may require ramps, holding bars, special bathroom design, wider doorways, lower cabinets, and elevators.

Housing opportunities for the handicapped can be addressed through the provision of affordable, barrier-free housing. The Housing Element sets forth policies to implement State Standards for the provision of handicapped accessible units in new development and, in addition, to encourage housing which is provided for the handicapped to be in close proximity to public transportation and services. Housing Element programs call for rehabilitation assistance to be targeted towards disabled renters and homeowners for unit modifications to improve accessibility. Handicapped accessible housing will also be provided via development of senior housing projects.

Female-Headed Households: Single-parent households require special consideration and assistance because of their greater need for day care, health care, and other facilities. Female-headed households with children in particular tend to have lower incomes, thus limiting housing availability for this group. In 1990, La Mesa has an estimated 2,299 female-headed households, 1,508, or 65% with children.

To address the housing affordability needs of La Mesa's female-headed households, the Housing Element provides for expansion of existing affordability programs, such as rent subsidies, and sets forth several new programs, including non-profit housing development and shared equity/downpayment assistance, to increase the supply of affordable housing. Housing opportunities for female-headed households with children are addressed through policies for the provision of affordable childcare, and for the location of family housing sites in close proximity to recreational facilities and public transit.

Farmworkers: The special housing needs of many agricultural workers stem from their low wages and the insecure nature of their employment. In San Diego County, documented and undocumented aliens from Mexico, Central and South America comprise a large portion of the County's migrant farmworkers. The urban nature of La Mesa and surrounding communities does not lead to the problems with migrant farmworkers experienced by other portions of the San Diego region. Estimates of the "farmworker" population in the City are extrapolated from 1980 responses to a Census question on employment. This question also includes people who work in such non-agricultural fields as nurseries and mineral extraction. Despite this grouping, the 1990 estimate for La Mesa's "farmworker" population is 237, or less than 1% of the City's total population. The demand for housing generated by farmworkers in La Mesa is thus estimated to be nominal and can be addressed through overall programs for affordability.

Students: The college student population in an area is another significant factor that affects housing demand. Although students represent a temporary housing need, the impact upon housing demand and post-study residence is critical in the immediate university areas. The same market forces that impact the lower income housing market will influence student housing. The high cost of housing condominium conversions, and student restrictions present difficulties for students looking for affordable housing.

San Diego State University, the largest university in the region with a 1990 enrollment of 35,309 students, provides housing for 2,489 students on campus. As a result of La Mesa's close proximity to San Diego State University and Grossmont College combined with the City's significant stock of rental housing, La Mesa provides housing to a large number of students in the region. SANDAG estimates that La Mesa has approximately 6,400 college students residing in its jurisdiction.

The provision of affordable housing to recent graduates is critical to the local and regional economies. Recent graduates provide a specialized pool of skilled labor that is vital to the economy. Lack of affordable housing often leads to their departure from the region. Housing opportunities for students are addressed through the City's programs to encourage the construction of additional affordable rental housing. In addition, the City conditionally permits second units (non-age restricted) in all single-family zones, providing additional affordable rental opportunities for students.

Homeless: Throughout the country, homelessness has become an increasing problem. Factors contributing to the rise in homelessness include the general lack of housing affordable to low and very low income persons, increases in the number of persons whose incomes fall below the poverty level, reductions in public subsidies to the poor, and the de-institutionalization of the mentally ill. Unofficial estimates by the United Way of America indicated that there are as many as 5,000 to 6,000 homeless persons in the San Diego county, with an estimated 2,500 homeless concentrated in downtown San Diego. According to SANDAG, the homeless population in San Diego region is comprised of a variety of individuals including: families; single parents with children; single women and men; farmworkers; employed, unemployed and the unemployable; mentally ill and developmentally disabled; alcoholics and drug abusers; runaway youths; and victims of domestic violence. According to SANDAG, families are considered to be the largest growing sector of the homeless population.

Due to the transient nature of the homeless, the precise number of homeless in La Mesa is difficult to quantify. The La Mesa Police Department estimates the City's daytime homeless population is between 15-30 individuals, and 12 or fewer in the evenings. The police indicate the number of homeless travelling through the City tends to increase during the winter months. The majority of La Mesa's homeless are single men with apparent alcohol or drug dependencies, or are

mentally disabled. The greatest concentration of homeless in La Mesa are in the canyon near Alvarado Road and beneath the I-8 freeway overpasses.

Two organizations are active in the La Mesa area in providing assistance to the homeless -- Heartland Human Relations Association located in La Mesa, and Volunteers of America located in El Cajon. Heartland Human Relations is funded by a variety of sources including over \$20,000 annually from La Mesa CDBG funds. The organization maintains an emergency food program, referral services to emergency shelters and employment contacts. Heartland Human Relations serves an estimated 600-700 homeless individuals a year, the majority of which are single individuals (70%), although homeless families with children are also represented. Homeless individuals in need of emergency shelter are generally referred to St. Vincent De Paul located in downtown San Diego, and East County Emergency Shelter in El Cajon.

Volunteers of America operates the 19-bed East County Emergency Shelter located in the adjacent City of El Cajon. This is currently the only shelter in the East County region. The East County shelter provides emergency overnight accommodations on a temporary basis (3 to 7 days) to needy individuals and families. According to shelter staff, the demand for overnight facilities well exceeds the shelter's capacity. During a 10-month period in 1990, the shelter provided accommodations to 496 homeless individuals. When the East County Shelter is full, homeless individuals are referred to St. Vincent De Paul in downtown San Diego. St. Vincent has the capacity to accommodate up to 450 persons and serve 2,400 meals daily.

Two churches in the City of La Mesa are involved in providing shelter for the homeless -- United First Methodist Church and St. Andrews Church. Both churches belong to the Interface Shelter Network which arranges shelter for homeless males in participating churches for up to two weeks during the winter months. Churches belonging to the Network rotate the responsibility of sheltering the homeless. United First Methodist Church has room to house 12 persons and St. Andrews Church has room for 10 persons. Heartland Human Relations functions as a screening agency for the Network. Individual males eligible for the Network's shelter program are required to actively seek employment.

Employment income is commonly one of the greatest needs of the homeless. The Alpha Project for the Homeless in El Cajon serves as a job referral center for homeless in East County San Diego. The Alpha Project assists an average of 1,000 -1,500 homeless on a monthly basis to both locate employment and, as necessary, receive job training through the Regional Opportunity (ROP) and Job Training (JTP) Programs, and to a lesser degree direct employment with the Alpha Project. Motel vouchers are also offered in emergency situations to the extent funding permits. The Alpha Project envisions opening a "resource center" in El Cajon to provide food, clothing and possibly even emergency shelter to supplement its job referral services. The City of La Mesa is currently considering

contributing a portion of its CDBG allocation to the Alpha Project to assist in the program's operation.

The Housing Element calls for the City to coordinate with local social service providers to address the needs of the area's homeless population, and to cooperate in area-wide studies of need with groups such as the Housing Coalition of Greater San Diego County. Transitional and emergency housing will continue to be permitted as an accessory use to churches, institutions, and non-profit institutions operating under provisions of State law or local ordinances.

C. EMPLOYMENT

According to SANDAG, there were 24,884 persons in the La Mesa labor force in 1988. (Refer to Table 13.) The economic base of the City is predominantly service-oriented, with the majority of jobs in the retail and service sectors. In 1988, employees in these two sectors together represented 67% of employment in the City, much higher than the regional average of 41.4%.

One measure of the balance of a community's employment opportunities with the needs of its residents is though a "jobs-housing balance" test. A balanced community would have a match between employment and housing opportunities (a ratio of 1.0 jobs for every housing unit), theoretically enabling most residents to also work in the community. According to the Department of Finance, La Mesa had 23,632 housing units in 1988. Comparing this with the City's 1988 employment base translates to a job-housing ratio of 1.05, or 1.05 jobs for every housing unit. This ratio indicates that La Mesa has attained a relative balance between its employment and housing opportunities.

SANDAG provides another source of jobs to housing balance. In their January 1989 INFO report, SANDAG compares the resident and daytime populations in San Diego County jurisdictions. According to this report, La Mesa has a somewhat greater daytime population (7.8%) than it does resident population. Projections to the year 2010 indicate an even greater imbalance, with the projected daytime population 24.2% above the City's resident population.

Policies to encourage housing development along with commercial growth, such as through mixed use zoning, will be important to achieve a greater balance between employment and housing opportunities in the future.

TABLE 13
LABOR FORCE CHARACTERISTICS
1988

BY INDUSTRY	LA MESA		SAN DIEGO COUNTY	
	NUMBER	% OF TOTAL	NUMBER	% OF TOTAL
Agriculture	239	1.0	27,007	2.3
Construction	2,148	8.6	71,029	6.1
Manufacture	433	1.7	133,183	11.5
Transportation/Communication	504	2.0	38,695	3.3
Wholesale Trade	505	2.0	44,054	3.8
Retail Trade	7,510	30.2	199,125	17.1
Finance	2,557	10.3	73,635	6.3
Services	9,168	36.8	282,602	24.3
Government/Military	1,822	7.3	293,826	25.3
TOTAL	24,884	100	641,158	100
Housing Units	23,632		894,333	
Job-Housing Ratio	1.05		1.30	

Source: (a) San Diego Association of Governments, Regional Housing Needs Statement - San Diego Region;
(b) State of California, Department of Finance, Controlled Population estimates for 1-1-88.

D. HOUSING STOCK CHARACTERISTICS

A housing unit is defined as a house, apartment, or a single room, occupied as a separate living quarters or, if vacant, intended for occupancy as a separate living quarters. Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from the outside of the building or through a common hall. A community's housing stock is the compilation of all its housing units.

Housing Growth

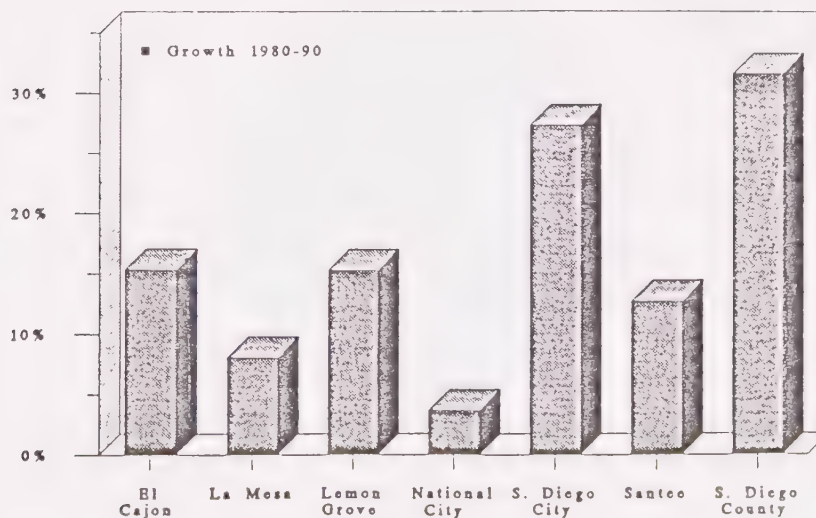
La Mesa is an older community with virtually all its residential land already developed. Forty-two percent of the City's housing stock was built prior to 1960. Since 1980, similar to its population growth rates, the rate of housing growth in La Mesa has also fallen behind that of the region. In 1990, La Mesa had a housing stock of 24,408 units, representing an 8 percent increase from 1980. This growth rate is substantially lower than the County's 32 percent growth rate.

TABLE 14
HOUSING TRENDS: LA MESA AND SURROUNDING AREAS 1980-90

JURISDICTION	NO. OF HOUSING UNITS		% INCREASE
	1980 (a)	1990 (b)	
El Cajon	30,083	34,722	15.4
La Mesa	22,577	24,408	8.1
Lemon Grove	7,550	8,706	15.3
National City	14,748	15,295	3.7
San Diego	341,575	434,690	27.3
Santee	16,163	18,210	12.7
San Diego County	718,211	945,503	31.6

Source: (a) U.S. Department of Commerce, 1980 Census Reports.

(b) California Department of Finance, Controlled Population Estimates.



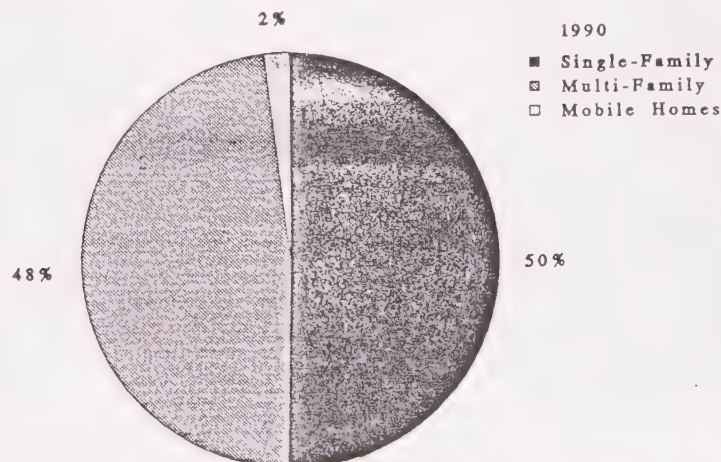
Housing Type and Tenure

Due to the scarcity of vacant land for development, recent housing growth in La Mesa is characterized by infill development of multi-family apartments and condominiums, and to a lesser degree single-family units on underutilized parcels (Refer to Table 15). Between 1980 and 1990, single-family units have increased by less than 2% (from 12,070 to 12,297 units), while multi-family units increased by more than 16% (from 10,005 to 11,648 units). The City has several older mobilehome parks, many of which contain "travel trailers" and whose occupancies fluctuate. The decrease in mobilehomes during the 1980s does not reflect an elimination of any parks, but rather changes in occupancy rates. The overall vacancy rate in La Mesa is estimated at just over 5 percent which represents a healthy balance between the supply and demand of housing.

TABLE 15
HOUSING UNIT MIX: 1980-90

HOUSING TYPE	# OF HOUSING UNITS		CHANGE 1980-90	
	1980(a)	1990(b)	NUMBER	PERCENT
Single-Family (Attached & Detached)	12,070	12,297	227	1.88
Multi-Family	10,005	11,648	1,643	16.42
Mobile Homes	502	463	(39)	(7.77)
Total Units	22,577	24,408	1,831	8.11
Total Occupied	21,563	23,144	1,581	7.33
Vacancy Rate	4.49%	5.18%		

Source: (a) U.S. Department of Commerce, Bureau of Census, 1980 Census Report;
(b) California Department of Finance, Controlled Population Estimates for 1-1-90.



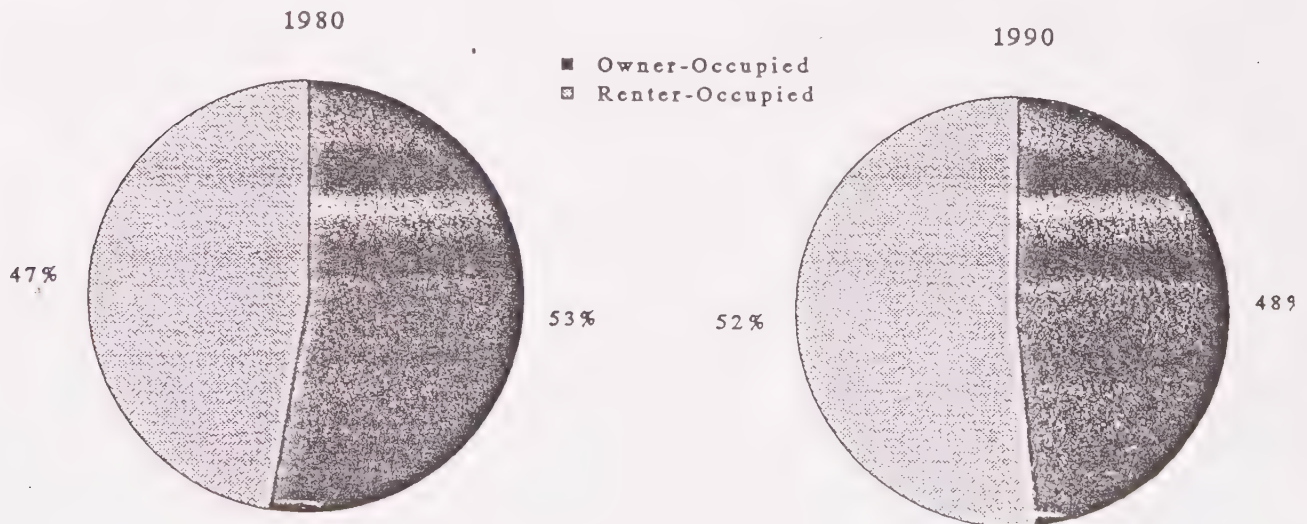
The 1988 La Mesa Housing Assistance Plan estimates that of the City's 23,668 occupied housing units, 11,991 (51%) are occupied by owners and the remaining 11,677 units (49%) are renter-occupied (Refer to Table 16). This proportional breakdown represents a shift from the 1980 owner-renter ratio (53% owners and 47% renters) and is reflective of the predominance of multi-family housing development in the City since 1980. The Housing Element sets forth programs to provide increased homeownership opportunities to households currently priced out of the ownership market.

TABLE 16
TENURE OF OCCUPIED HOUSING UNITS: 1980-1988

HOUSING TYPE	1980(a)				1988(b)			
	OWNER	% TOTAL	RENTER	% TOTAL	OWNER	% TOTAL	RENTER	% TOTAL
Single-Family	9,767	82.7	2,049	17.3	9,585	81.9	2,122	18.1
Multi-Family (2-4 du)	181	13.3	1,185	86.7	131	9.2	1,297	90.8
Multi-Family (5+ du)	1,116	14.1	6,788	85.9	904	10	8,128	90
Mobile Home	338	70.9	139	29.1	296	69.5	130	30.5
Total	11,402		10,161		10,916		11,677	

Source: (a) U.S. Department of Commerce, Bureau of Census, 1980 Census Report;

(b) City of La Mesa Housing Assistance Plan (HAP) - 1988.



Age and Housing Stock Condition

Table 17 illustrates the period in which housing units were built in La Mesa. Reflective of the growth in San Diego County, over three-quarters of La Mesa's housing units have been constructed between 1950 and 1979. Housing growth began to slow during the 1980s, indicative of the limited remaining land available for development.

The accepted standard for major rehabilitation needs is after 30 years. In 1989, 42 percent of La Mesa's housing stock was over 30 years old, with an additional 22 percent (5,321 units) reaching 30 years of age during the 1990s. The age of the City's housing stock indicates the potential need for rehabilitation and continued maintenance of a significant portion of the City's housing.

TABLE 17
CITY OF LA MESA
AGE OF HOUSING STOCK: 1990

YEARBUILT	# OF UNITS	% OF TOTAL
1939 or earlier	1,193	4.9
1940 - 1949	2,819	11.7
1950 - 1959	6,219	25.8
1960 - 1969	5,321	22.0
1970 - 1979	6,786	28.1
1980 - 1989	2,070	3.4
Total:	24,408	100.0

Source: (a) U.S. Department of Commerce, Bureau of the Census, 1980 Census Report;
(b) California Department of Finance, Controlled Population Estimates for January 1, 1990.

The City's 1988 Housing Assistance Plan (HAP) identifies the number of housing units in the City in substandard condition, as presented in Table 18. The overall quality of the City's housing stock is relatively high, particularly in light of the age of the City's housing, with only a small percentage of units needing replacement or rehabilitation. Of the City's 1988 housing stock, only 2 percent (476 dwelling units) were classified as substandard. The majority of the City's substandard residences are renter-occupied (77%). The HAP identifies 95% (451 units) of the City's substandard units as suitable for rehabilitation where necessary repairs are considered economically feasible; 346 of these units suitable for rehabilitation are renter-occupied, and 105 are owner-occupied.

TABLE 18
HOUSING STOCK CONDITION
1988

	OWNER-OCCUPIED UNITS	RENTER-OCCUPIED UNITS	TOTAL
Total Dwelling Units	11,140	12,528	23,668
Substandard Units	111	365	476
Suitable for Rehab	105	346	451
Low Income	44	194	238
Need Replacement	6	19	25

Source: La Mesa Housing Assistance Plan, 1988-1991.

In order to augment the housing conditions information provided by the Housing Assistance Plan, City staff conducted a windshield survey of housing conditions in a portion of the City's single-family neighborhoods. The City surveyed a cross-section of residential neighborhoods which represented between one-quarter and one-third of the City's single-family housing stock. Based on exterior evaluation, each unit was rated as "good", "adequate", "deteriorated - suitable for rehabilitation", or "dilapidated-unsuitable for rehabilitation", as defined below.

The four categories used in the survey of structural conditions are as follows:

- *Good:* Those homes showing external signs of good maintenance and repair such as fresh paint, sound roofing and in most cases well maintained landscaping.
- *Adequate:* Those homes which appear to be structurally sound, but which show signs of deferred maintenance such as peeling paint, weathered roofing or severe neglect of landscaping. Some consideration of the age of the unit determined whether a house was in this category or the next one down.

- *Deteriorated - Suitable for Rehabilitation:* Those homes which are of questionable structural soundness and show signs of prolonged neglect as exhibited by missing or damaged siding, severely deteriorated roofing, 5 broken windows and/or trees which are overgrown and are exerting pressure on the house or its foundation. Also included were some older homes which may have appeared structurally sound but showed multiple signs of neglect such as peeling paint, weathered roofing and neglected landscaping.
- *Dilapidated - Unsuitable for Rehabilitation:* Those houses of such poor condition that repairs would likely exceed the value of the structure, and could not be performed within the funding limits of any existing City rehabilitation program. Only one fire damaged house in a multiple family zone was found to qualify for this rating.

The results of the survey confirmed the relatively low incidence of substandard housing in La Mesa identified in the Housing Assistance Plan. Of the total single-family dwellings surveyed, 87% were rated as being in Good condition, 11.6% in Adequate condition, 1.4% in Deteriorated condition, and only one house in Dilapidated condition. The survey thus documented a slightly lower proportion of substandard housing units than the Housing Assistance Plan (1.4% compared to 2%), although this is likely reflective of the absence of multi-family units from the survey and the inability to assess interior conditions rather than an actual improvement in the City's overall housing stock.

Through the housing conditions survey, City staff identified two neighborhoods not currently within the City's Housing Rehabilitation Target Areas which exhibited some concentrations of deteriorated housing. These two areas - delineated in Figure 3 - are identified in the program section of the Housing Element as potential target areas for housing rehabilitation assistance.

Housing Costs

Ownership Housing: Recent information on housing prices was obtained from TRW Real Estate Market Information Services, as published in the Southland Home Prices section of the *Los Angeles Times* and is presented in Table 19. The data includes sales of new and existing detached single-family homes and condominiums sold by home builders, real estate agents and homeowners. Sales data is presented by zip code, which generally approximates the jurisdictional boundaries of the cities listed.

As illustrated in Table 19, the median selling price in August 1990 for single-family homes in La Mesa ranged from \$160,000 north of Interstate 8 (zip code 92042) to \$182,000 south of Interstate 8. Prices for condominium units range from \$88,000 in southern La Mesa and \$112,000 in northern La Mesa. Housing prices in La Mesa are above the average housing prices for most of the surrounding areas. Condominium prices in La Mesa are substantially below that

of the County, and fall between those in the surrounding jurisdictions. In the month of August 1990, a total of 85 homes and condominium units were sold.

TABLE 19
HOUSING SALES PRICES: LA MESA AND SURROUNDING AREAS
AUGUST 1990

JURISDICTION	ZIP CODES	MEDIAN PRICE HOME	MEDIAN PRICE CONDO	UNITS SOLD
El Cajon	92109	\$340,000	\$169,000	42
	92020	198,000	68,000	51
	92021	165,000	102,000	48
La Mesa	92041	\$182,000	\$88,000	51
	92042	160,000	112,000	34
Lemon Grove	92045	\$131,000	\$85,000	31
National City	90250	\$115,000	\$89,000	32
San Diego, Encanto	92114	\$135,000	—	74
San Diego, State College	92115	152,000	\$118,000	50
San Diego, San Carlos	92119	215,000	92,000	57
Santee	92071	\$150,000	\$105,000	13
San Diego County	All Zip Codes	\$180,000	\$120,000	1,034

Source: Los Angeles Times, TRW Real Estate Market Information Services.

Rental Housing: Advertised rental rates in La Mesa compiled from The San Diego Union between November and December 1990 are presented in Table 20. As illustrated in this Table, the majority of housing units available were one- and two- bedroom apartments, with average rental rates of \$495 and \$614, respectively. A substantial number of single-family homes were also listed for rent, with average rents of \$709 for two-bedroom houses and \$899 for three-bedroom houses. Condominium and townhomes offered a third rental option, although average rents were higher than apartments and single-family homes. The provision of larger rental units with three or more bedrooms was somewhat limited, with the exception of single-family homes.

According to 1990 HUD income guidelines, a four person household identified as Very Low Income earned up to \$19,450 annually, whereas a four person Low Income household could earn up to \$30,300. Based on the guideline that households should not spend more than 30% of their gross income on housing,

Very Low Income households can afford to pay up to \$486 in monthly rents, whereas Low Income households can afford to pay up to \$758 monthly. Very Low Income households are thus faced with renting smaller studio and one bedroom apartment units in La Mesa or spending more that they can afford on housing costs. Low Income households on the other hand have a variety of rental options available within their range of affordability.

TABLE 20
CITY OF LA MESA
RENTAL RATES BY UNIT TYPE: 1990

APARTMENT RENTAL RATES				
NO. OF BEDROOMS	NO. LISTED	MEDIAN RENT	AVERAGE RENT	RANGE
Studio	24	\$435	\$434	\$365-\$495
1	93	\$490	\$495	\$370-\$600
2	83	\$585	\$614	\$475-\$825
3	16	\$725	\$742	\$585-\$895
Total	216			
CONDO-TOWNHOUSE RENTAL RATES				
NO. OF BEDROOMS	NO. LISTED	MEDIAN RENT	AVERAGE RENT	RANGE
1	8	\$550	\$551	\$520-\$600
2	33	\$750	\$729	\$560-\$875
3	7	\$1,100	\$1,032	\$750-\$1350
Total	48			
SINGLE-FAMILY RENTAL RATES				
NO. OF BEDROOMS	NO. LISTED	MEDIAN RENT	AVERAGE RENT	RANGE
Studio	3	\$425	\$462	\$410-\$550
1	2	\$705	\$705	\$535-\$875
2	17	\$700	\$709	\$550-\$995
3	41	\$895	\$899	\$600-\$1150
4	5	\$1,050	\$1,229	\$995-\$1550
6	1	\$1,200	\$1,200	\$1,200
Total	69			

Source: San Diego Union, November-December 1990.

III. SUMMARY OF HOUSING NEED

Assuring the availability of adequate housing for all social and economic segments of La Mesa's present and future population is a primary goal of the City. To implement this policy, the City must target its programs and monetary assistance toward those households with the greatest need. This is a summary of the major housing need categories in terms of income groups as defined by Federal and State law. It includes the City's share of regional housing need as contained in the Regional Housing Needs Statement (RHNS) prepared by SANDAG pursuant to Section 65584 of the Government Code. The City recognizes the special status of very low and lower income households, which in many cases are also elderly, single-parent, or large family households. City housing programs focus on these households. As summarized in Table 21, the groups most in need of housing assistance in the near future include the following:

- (1) *New Residents*: The City of La Mesa has an identified future housing need of 1,406 new households between 1991-1996, translating to an additional 3,200 residents. At least 40 percent of these units should be targeted towards lower income households.
- (2) *Units in Need of Repair*: The City's 1988 Housing Assistance Plan identified a total of 476 residential structures in need of repair. Of these units, 451 were identified as suitable for rehabilitation. In the interest of health and safety, these units should be improved or removed. Twenty-five of these are estimated to need replacement.
- (3) *Overpaying Households*: Sales and rental rates for housing units in the City are at a level such that an estimated 6,940 lower income households are paying more than 25 percent of their income for housing. Certain households in La Mesa may have a more difficult time finding decent, affordable housing, such as seniors, large families and female-headed households.

These specific areas - expected growth, substandard housing, over payment for housing and households with special needs - are areas where the City can target its efforts toward realizing its goal for the provision of adequate housing.

TABLE 21
CITY OF LA MESA
EXISTING AND PROJECTED HOUSING NEEDS

Overpaying Households		Special Needs Households	
Total	6,940	Elderly	9,392
Renter	5,938	Handicapped	5,560
Owner	1,002	Large Households	1,097
		Overcrowded	463
		Female Headed w/Children	1,508
Units in Need of Repair		Household Growth: 1991-96	
Total	476	Total	1,406
Need Rehabilitation	451	Very Low Income	323
Need Replacement	25	Low Income	239
		Moderate Income	295
		Upper Income	549

Source: (a) 1980 U.S. Census

(b) SANDAG Regional Housing Needs Statement, San Diego Region, July 1990.

Note: Special needs figures cannot be totaled because categories are not exclusive of one another.

IV. CONSTRAINTS ON HOUSING PRODUCTION

A. MARKET CONSTRAINTS

The high cost of renting or buying housing is the primary ongoing constraint to providing adequate housing in the City of La Mesa. High construction costs, labor costs, land costs and market financing constraints are all contributing to decreases in the availability of affordable housing.

Construction Costs

The single largest cost associated with building a new house is the cost of building materials, comprising between 40 to 50 percent of the sales price of a home. According to the Construction Industry Research Board, overall construction costs rose over 30 percent during the past decade, with rising energy costs a significant contributor. Construction costs for wood frame, single-family homes of average to good quality range from \$45 to \$60 per square foot, custom homes and units with extra amenities run substantially higher. Costs for wood frame, multi-family construction average around \$42 per square foot, exclusive of parking. Construction of subterranean parking commands a much higher cost than surface parking, although most residential parking in La Mesa is and will continue to be at grade.

Lower housing costs can be achieved with the following factors: a) reduction in amenities and quality of building materials (above a minimum acceptability for health, safety, and adequate performance); b) availability of skilled construction crews who will work for less than union wages; and c) use of manufactured housing (including both mobile home and modular housing). An additional factor related to construction costs is the number of units built at the same time. As the number of units developed increases, construction costs over the entire development are generally reduced based on economies of scale. This reduction in costs is of particular benefit when density bonuses are utilized for the provision of affordable housing.

Land Costs

La Mesa is approaching a buildout with little vacant land remaining for residential or other development. Future residential development potential rests upon the recycling of existing sites. Information provided by local realtors and developers, including Leonard Smith Realty and Wardley Development, indicated that in 1989 very low density single-family residential land (2 units per acre) was priced at about \$3 per square foot; whereas, low density single-family residential land (7 units per acre) was priced at about \$10 per square foot. High density multi-family residential land (about 18 units per acre) was priced at about \$11.50 per square foot. Higher density zoning could reduce the cost per unit of land,

but land zoned for higher densities commands a higher market price. Density bonuses rather than zoning changes may be the preferred vehicle for providing affordable housing as it would require that a portion of the new units be reserved at fair market rents and/or would be occupied by low income households.

Financing

While interest rates have fallen more than 10 percent from their near 20 percent high in the early 1980s, they still have a substantial impact on housing costs which is felt by renters, purchasers and developers. Most conventional financing now utilizes variable rate. The ability of lending institutions to raise rates to adjust for inflation will cause many mortgage holders to overextend themselves financially, as well as returning to a situation where high financing costs substantially constrain the housing market. An additional obstacle for the first-time home buyer is the downpayment required by lending institutions of between 10-20%.

Interest rates are determined by national policies and economic conditions, and there is little that local governments can do to affect these rates. Jurisdictions can, however, offer interest rate write-downs to extend home purchase opportunities to lower income households. In addition, government insured loan programs may be available to reduce mortgage downpayment requirements.

Under the Home Mortgage Disclosure Act (HMDA), certain major lending institutions are required to disclose the number, amount, and location (by census tract) of mortgage and rehabilitation loans originated or purchased. Security Pacific Bank is currently the only lending institution with HMDA reports available. Annual HMDA reports between 1986-1989 were reviewed to evaluate whether residential financing is generally available in La Mesa's lower income neighborhoods, consisting of tracts (145, 148.01, and 149). While numerous loans were initiated in Tracts 148.01 and 149 during this period, Tract 145 had only 1 home purchase loan and no rehabilitation loan issued by Security Pacific. However, evidence of construction and rehabilitation activity in this census tract would indicate loans are being issued by some of La Mesa's other lending institutions, including Bank of America, Union Bank, Home Federal, and Grossmont Bank. In addition, low interest and deferred rehabilitation loans are provided through the City's residential rehabilitation program administered through Bank of America.

Profit, Marketing and Overhead

Developer profits generally comprise 12 to 15 percent of the selling price of single-family homes and slightly lower for condominiums. Rising marketing and overhead costs have contributed to the rising costs of housing. Inflation has spurred much of the increase in marketing and overhead. Intense competition

among developers has necessitated more advertising, more glamorous model homes and more expensive marketing strategies to attract buyers.

B. GOVERNMENTAL CONSTRAINTS

Housing affordability is affected by factors in both the private and public sectors. Actions by the City can have an impact on the price and availability of housing in the City. Land use controls, site improvement requirements, building codes, fees and other local programs intended to improve the overall quality of housing may serve as a constraint to housing development.

Land Use Controls

The Land Use Element of the General Plan and corresponding zoning provide for a full range of residential types and densities dispersed throughout the City. The current Land Use Element has designated 3,326 acres (54%) of the City's total land inventory for residential uses, including single-family homes, multi-family units, mobile homes and group quarters. Residential densities in La Mesa cover a wide spectrum, including the following categories:

1. Rural Residential (2 unit/acre);
2. Semi Rural (3 units/acre);
3. Suburban Residential (4 units/acre);
4. Urban Residential (7 units/acre);
5. Restricted Multiple Residential (14 units/acre);
6. Multiple Residential (18-23 units/acre); and
7. Residential Mixed Density (7-24 units/acre).

In addition to these residential categories, the La Mesa General Plan also provides opportunities for the integration of residential uses in traditionally commercial areas. The Residential Business, and Mixed Use Urban categories provide for multiple residential infill (up to 23 du/ac) either integrated with commercial uses, or developed as separate residential projects. Local Serving Commercial, Regional Commercial, and Downtown Commercial land use categories also provide for the integration of residential uses above ground floor commercial.

While La Mesa does not have a City-wide design review process, the following locations and project types fall under the purview of the "Urban Design Overlay Zone" and are subject to approval by the City's Design Review Board: most commercial zones, all projects in the West Central Specific Plan (except single-family), and all residential density bonus projects. Recommendations of the Design Review Board will not alter the development standards (height, setback, parking or open space standards) of the underlying zone district, but rather focus on site design issues and building architecture.

La Mesa's residential development standards can be summarized as follows:

Characteristics of Lot, Location, and Height	RE1	R1R	R1S	R1	R1A	R2	R3	RB
Width	100'	80'	80'	60'	60'	60'	70'	70'
Depth	100'	80'	80'	70'	70'	70'	70'	70'
Area (in s.f.)	21,800	15,000	10,000	6,000	6,000	6,000	14,000	14,000
Front Setback	20'	20'	20'	15'	15'	15'	15'	15'
Side Setback	15'	10'	10'	5'	5'	(5' per story plus 4' for walls exceeding 100' length)		
Rear Setback	30'	30'	30'	15'	15'			
Structure Height	20'	20'	20'	20'	20'	20'	30 ^(a)	30 ^(a)
Coverage	40%	40%	40%	40%	40%	--	--	--

- (a) The maximum height of buildings in Zones R3 and RB, and buildings for which a Conditional Use Permit or site development plan is required, may be increased by Special Permit.

No density limits or minimum unit size requirements are placed on residential uses in the City's commercial zones. Development density is thus a factor of the height and setback requirements of the underlying zone, and the creativity in site design.

The City requires recreation and leisure open space in multi-family development according to the following standards:

- 500 sq.ft. per unit for the first 10 units
- 400 sq.ft. per units for units 11-20
- 300 sq.ft. per unit for units 21 and above

Up to 100 square feet of the open space requirement may be fulfilled through private open space (balconies, patios, etc). Common open space may include game courts or rooms, play lots, putting greens, roof gardens, swimming pools and similar type areas which serve all residents in a development.

The City has adopted an ordinance to facilitate and regulate the development of second units. While the ordinance does require a Conditional Use Permit for development of second units, reasonable parking (one space per unit) and other standards have been developed so as not to discourage their development. The City has approved eight second units over the past three year period.

The City does not have any growth control measures in place.

Fees and Improvements

Because La Mesa is almost completely built-out, there are few large tracts of vacant land unserved by the City's infrastructure. Consequently, site improvement costs vary depending on site location, proximity to existing facilities, and other variables.

The City charges various fees and assessments to cover the cost of processing permits and providing certain services and utilities. Table 22 summarizes the City's fee requirements for residential development. These fees are not considered excessive in light of the direct services provided by the City during the development review and approval process. Fees are reviewed annually and assessed on a pro rata share system based on the magnitude of the project's impact or the extent of the benefit derived by the project from the City service. The City does not now, nor does it plan to, charge the type of impact fees common in many developing municipalities. The exclusion of such costly impact fees effectively reduces the cost of developing housing in La Mesa.

In addition to City fees charged at the time building permits are issued, developers are required to pay school impact fees to the La Mesa-Spring Valley School District and the Grossmont Union High School District. The amount of these fees is controlled by State law and currently would add \$2.18 per square foot to the cost of a residential structure.

Through the policies and programs of the Housing Element, the City proposes to monitor all regulations, ordinances, departmental processing procedures, and residential fees to assess their impact on housing costs, and will offer reduced development fees for the provision of affordable and senior citizen housing.

Building Codes and Enforcement

The City of La Mesa has adopted the Uniform Building Code. This code is considered to be the minimum necessary to protect the public health, safety and welfare. No local amendment to the code has either been initiated or approved which directly affect housing standards or processes, with one exception. The City has adopted a local fire sprinkler ordinance which requires the installation of automatic sprinkler systems in apartment buildings three or more stories or containing more than 15 dwelling units. Sprinklers add approximately \$1.00 to \$1.50 per square foot in construction costs.

Local Processing and Permit Procedures

The evaluation and review process required by City procedures contributes to the cost of housing in that holding costs incurred by developers are ultimately manifested in the unit's selling price. The following describes typical time requirements for project processing in La Mesa:

TABLE 22
PLANNING FEE SCHEDULE

DEVELOPMENT PROCESS	RELATED FEE
Planning and Zoning	
Variance	\$385.00*
Conditional Use Permit	465.00*
Special Permit	330.00*
General Plan Amendment/Specific Plan	715.00*
Zone Change or Pre-zoning Application	715.00*
Zoning Ordinance Amendment	440.00*
Subdivisions	
Tentative Subdivision Map	\$ 550 + \$30/lot*
Final Subdivision Map	1050 + \$55/lot
Planned Residential Development	465.00*
Tentative Parcel Map	440 + \$30/lot*
Final Parcel Map (collected by Engr.)	315.00
Parcel Map Waiver/Boundary Adjustment Plat	110.00
Certificate of Compliance	85.00
Extension Requests/Revisions	55.00
Miscellaneous Charges for Current Services	
Environmental Assessment/Initial Study	\$220.00
Extended Initial Study	385.00
Environmental Impact Report (EIR)	1000.00**
Site Plan Review	265.00
Design Review	265.00
Public Hearing Notices	70.00
Appeals	25.00*
Plan Check	12% Bldg Plan Check Fee 12% Bldg Permit Fee

* An additional fee of \$70.00 may be required for a public hearing notice.

** Deposit toward 20% of contract fee up to \$10,000.

Source: City of La Mesa, Planning Department, July 1, 1990.

1. Zone Change - two to three months
2. Site Plan Review - one month
3. Site Plan Review requiring Planning Commission and Council approval - two and a half months
4. Tentative Tract Map - six to eight weeks

For the purpose of expediting the review process, the City of La Mesa established a Development Advisory Review Board in 1983. This Board pulls together all departments involved in project review. As a result, deficiencies are more quickly ascertained and the overall processing approval time is kept to a minimum.

C. INFRASTRUCTURE CONSTRAINTS

Another factor adding to the cost of new construction is the cost of providing adequate infrastructure--major and local streets; curbs, gutters, and sidewalks; water and sewer lines; and street lighting--which is required to be built or installed in new development. In most cases, these improvements are dedicated to the City, which is then responsible for their maintenance. The cost of these facilities is borne by developers, is added to the cost of new housing units, and eventually is passed on to the homebuyer or property owner.

Since La Mesa is almost fully developed, an extensive infrastructure system is already in place. However, there are many older parts of the City where the public improvements are outdated, substandard or not fully installed. The costs associated with infrastructure improvements will therefore vary depending upon the area in which the development proposal is located.

V. HOUSING OPPORTUNITIES

A. AVAILABILITY OF SITES FOR HOUSING

This section of the Housing Element evaluates the potential additional residential development which could occur in La Mesa under current General Plan and zoning. Figure 2 delineates the locations of future housing growth in the City, and Table 23 quantifies the number and type of dwellings which can be constructed.

Vacant sites

As an older community, virtually all of La Mesa's residential neighborhoods are built out. Vacant sites primarily consist of individual scattered lots in existing neighborhoods, and development occurs through infill on existing parcels.

The Eastridge Specific Plan area is located northerly of Highway 94 between Spring Street and Murray Hill and provides the last significant opportunity for single-family construction in La Mesa. The Specific Plan encompasses 192 acres of vacant land planned for a total of 474 dwelling units and a 55-acre habitat preserve. The westerly 97 acres of the Specific Plan area will be developed with 230 units of single-family housing.

The U.S. Navy has purchased 38 acres within the Specific Plan area for the construction of 244 townhouse units for Navy housing. Occupants of the Navy housing project will be primarily enlisted personnel earning an average of \$15,600 annually, plus a dependent housing allowance. In addition, a recently developed, unoccupied condominium project was purchased by the Navy to house an additional 56 navy personnel. Both of these Navy housing projects will provide housing which is affordable to very low income households.

As illustrated in Table 23, a total of 223 acres of vacant land are currently planned for residential development in La Mesa, supporting approximately 1,000 dwelling units. Sixty percent of the City's vacant residential acreages are contained within the Eastridge Specific Plan.

Underdeveloped Sites

In addition to development on vacant lands, there is also substantial potential in La Mesa for residential development on sites which are currently developed at densities lower than those permitted under zoning. It is through this "intensification" that the majority of the City's residential growth has been accommodated in recent years. There are a variety of factors that influence the development potential of an underdeveloped lot; including, size and shape of the



-  Vacant Sites
-  Navy Housing Site
-  Multi-Family Infill Areas
-  Residential Mixed Use
-  Target Affordable Housing Sites
-  Redevelopment Project Areas
-  West Central Specific Plan

SOURCE: City of La Mesa



↑ North
0 2000
scale in feet

Figure 2
Housing Opportunity Areas

TABLE 23
CITY OF LA MESA
1991-1996 POTENTIAL RESIDENTIAL DEVELOPMENT SUMMARY

Land Use Category	Vacant Land		Underutilized Land			Target Affordable Sites		Totals	
	Acres	DUs	Acres	Potential DUs	Expected DUs	Acres	DUs	Acres	DUs
Rural (2 du/ac)	10	16						10	16
Semi Rural (3 du/ac)	6	15						6	15
Suburban (4 du/ac) ^a	170	610	418	(b)	50			588	660
Urban (7 du/ac)	28	159	123	(b)	100			151	259
Restricted Multiple (14 du/ac)	1.4	20	17	(80)	20			18.4	40
Multiple (18-23 du/ac)	2.7	64	121	(560)	63	6	100-120	129.7	227-
									247
Mixed Use Urban (24-40 du/ac) ^b	.8	20	35	(820)	203			35.8	223
Mixed Density (24 du/ac)	4	96						4	96
General and Downtown Commercial (no density limit)				(b)	248				248
TOTALS	223	1,000	714		684	6	100-120	943	1,784-1,804

Source: City of La Mesa Planning Department

^a Suburban Residential includes 244 units of Navy Housing and the 230 unit single-family Eastridge project.

^b Total potential residential development in areas designated for single-family and commercial land uses has not been estimated due to the unlikelihood of the majority of these areas recycling to residential use. "Expected development" has been estimated based on past development trends.

lot, the value of the property as currently developed versus the value of the property developed to its full zoning potential, the location of existing buildings, access to streets and other public facilities such as sewer, the slope of the property, etc.

City staff has conducted a parcel-specific analysis to assess the increase in residential development which could occur in the City's multiple-family residential areas (Restricted Multiple-R2 and Multiple-R3) on underutilized properties. Areas which were geographically constrained were excluded from this analysis as were properties not expected to redevelop within the next five years. Staff's analysis indicates a net increase of up to 640 dwelling units which could be developed - 80 Restricted Multiple and 560 Multiple units.

In order to estimate the actual recycling activity expected to occur City-wide during the 1991-1996 time frame of this Housing Element, City staff has reviewed building department records over the past two year period (7/89 - 7/91). A net increase of 8 R-2 units and 25 R-3 units have been developed through recycling. Applying this same rate of recycling to the 7/91 - 7/96 period would indicate an expected increase in 83 dwelling units. Table 23 provides both the "expected" number of dwelling units to develop on underutilized parcels based on historic development trends, and the total potential units which could develop under buildout.

One of the City's more active areas of residential recycling is the West Central Specific Plan located between I-8 and El Cajon Boulevard, delineated in Figure 2. At least five multi-family projects have been developed in this area over the past two years through recycling of underutilized parcels. The average overall density of existing residential development in this area is 9.8 du/acre. This is relatively low in comparison to the densities permitted under the Specific Plan (the majority of the residential areas are planned for Residential Mixed Density at 24 units/acre, or Mixed Use Urban at up to 40 units/acre). The Specific Plan indicates that the existing pattern of land use is "tied in with an inefficient pattern of subdivision and impaired land use", and therefore encourages the recycling of existing lower density residential to the higher densities permitted under the Plan. The Specific Plan emphasizes the need for new low-income housing in this area to replace the older low income units through such mechanisms as density bonus and redevelopment assistance (a portion of Plan Area falls within a redevelopment project area).

In addition to recycling in the City's multi-family areas, La Mesa continues to experience increased development in its single-family neighborhoods through infill on larger lots and through lot splits. Based on the substantial remaining infill capacity in single-family neighborhoods and previous levels of infill activity, staff estimates a net increase of 50 units in areas designated as Suburban Residential, and 100 units in areas designated for Urban Residential to occur during the five year period of this Housing Element.

As a means of providing increased opportunities for residential development and to assist in revitalization of some of the City's lower intensity commercial corridors, the La Mesa General Plan has established a Mixed Use Urban designation. The intent of this designation is to provide additional opportunities for multi-family infill (up to 40 units/acre) along University Avenue, El Cajon Boulevard, and La Mesa Boulevard either integrated with commercial uses within a given development, or developed as separate residential projects. A total of 71 acres in the Mixed Use Urban category have been identified by staff as likely to redevelop (including vacant parcels), as identified in Figure 2. An estimated half of these parcels could develop with residential uses, and assuming an average density of 23 units/acre, would accommodate 820 additional dwelling units. Extrapolating from actual development activity over the past two years in the City's mixed use areas, a total of 203 residential units could be expected to be developed over the five year period of the Housing Element.

Finally, the City of La Mesa provides additional opportunities for residential development by allowing multi-family residential in all commercial zones. Residential uses are permitted by right above ground floor retail or office uses subject to the same development standards as the underlying commercial zone. Staff's experience has been residential development in commercial zones tend to develop at densities of 20 units/acre and above. The City Redevelopment Agency is currently assisting in the development of a mixed use project in its Downtown Commercial area which incorporates four levels of condominiums (95 units) above ground level retail and below grade parking. Given the level of residential development in the City's commercial zones over the past two year period, a total of 248 units can be expected to be developed over the five year period of the Housing Element.

Target Affordable Housing Sites

The City has identified two target sites for the development of affordable housing within the five year time frame of the Element.

The first target site is a vacant lot approximately three acres in size located between Fletcher Parkway and Grossmont Center Drive at the end of the Campina Drive cul-de-sac. Adjacent apartment buildings and a Trolley Station make this site well-suited to multi-family housing development. CalTrans has approached the City to solicit interest in purchase of the site, and the City has indicated a willingness to negotiate with the State for site acquisition. The City/Agency intends to provide a land write-down combined with other development incentives for a private developer to construct low income rental housing. The City anticipates an estimated 50 affordable housing units to be developed on this site.

The second target affordable housing site is the County Road Yard site located on the corner of Waite Drive and Murray Hill Drive. The site has in recent months been utilized as a temporary collection facility for household hazardous

waste, and will require testing for residual contamination and potential minor clean-up. Due to extensive precautions being taken to handle and contain the material received, any necessary contamination clean-up resulting from this temporary use should be minimal. The City has been contacted by the County Housing Authority seeking City support for the development of affordable housing on this site. The Housing Authority is currently pursuing acquisition of the three acre site from the County Public Works Department. It is uncertain at this time what form of ownership an affordable housing project on this site would take. The City/Agency may assist the Housing Authority in purchase of the site, and may work with a non-profit housing development corporation to develop and take ownership of the project. The City estimates between 50-70 affordable rental units will be developed on this site.

In addition to these two target affordable housing sites, assisted housing will be developed within the City's three redevelopment project areas identified in Figure 2. Pursuant to redevelopment law, 15 percent of all units developed in a redevelopment project area must be guaranteed for occupancy by low and moderate income households and 40 percent of these must be affordable to very low income households. For example, as part of the Fletcher Parkway Redevelopment Area, 384 units of market rate housing have been developed in the "Villages of La Mesa" project. In compliance with redevelopment requirements, the Agency will assist in the development of a minimum of 58 units of low and moderate income housing in this Project Area, 24 units of which will be affordable to very low income households. La Mesa's three Redevelopment Project Areas thus represent a significant opportunity for the development of affordable housing.

Availability of Public Services and Facilities

As a highly urbanized community, public facilities are available to facilitate the development throughout La Mesa. All of the land designated for residential use is served by sewer lines, water lines, streets, storm drains, telephones, electrical and gas lines.

Residential Development Potential Compared with La Mesa's Regional Housing Needs

As indicated in Table 21, the Regional Housing Needs Statement (RHNS) prepared by SANDAG has identified a future housing need for La Mesa of 1,406 dwelling units to be developed during the 1991-1996 period. Combining the residential development potential on vacant and underdeveloped parcels, and on the two target affordable housing sites, an estimated 1,700 could be developed in La Mesa during the five year time frame of the Housing Element (refer to Table 23). This would indicate the City's General Plan and zoning provide for a residential development capacity which is adequate to accommodate the City's share of regional housing needs.

In terms of development opportunities for lower income households, 45 percent (794 dwelling units) of expected residential growth has been allocated to multiple family units at a minimum of 18 units an acre, with 223 units permitted at densities up to 40 units/acre, and 248 units permitted without a maximum density limit. In addition, the 244 unit Navy housing project and the 100-120 low income units on the City's two target affordable housing sites will make a significant contribution towards meeting the need of the 562 future Very Low and Low Income households identified by SANDAG as La Mesa's future housing need. The City/Agency will further assist in the development of affordable housing through the programs set forth in the Housing Element, including density bonus, land write-downs and incentives for senior citizen housing and an effective utilization of the 20 percent redevelopment set-aside requirements.

B. OPPORTUNITIES FOR ENERGY CONSERVATION

Under current law, La Mesa's Housing Element must include the following:

Analysis of opportunities for energy conservation with respect to residential development. Section 65583(a)(7).

By way of background, the Legislature in 1974 created the California Energy Commission to deal with the issue of energy conservation. The Commission in 1977 adopted conservation standards for new buildings. The Legislature directed the Commission to periodically improve the standards to account of state-of-the-art energy efficient building design. The Commission has recently adopted revised energy standards for new residential buildings. The revised energy conservation standards for new residential buildings have been placed in Title 24 of the California Administrative code. The new standards apply to all new residential buildings (and additions to residential buildings) except hotels, motels, and buildings with four or more habitable stories and hotels. The regulations specify energy saving design for walls, ceilings and floor installations, as well as heating and cooling equipment and systems, gas cooling devices, conservation standards and the use of nondepleting energy sources, such as solar energy or wind power.

Compliance with the energy standards is achieved by satisfying certain conservation requirements and an energy budget. Among the alternative ways to meet the energy standards are the following:

- Alternative 1: The passive solar approach which requires proper solar orientation, appropriate levels of thermal mass, south facing windows, and moderate insulation levels.
- Alternative 2: Generally requires higher levels of insulation than Alternative 1, but has no thermal mass or window orientation requirements.

- Alternative 3: Also is without passive solar design but requires active solar water heating in exchange for less stringent insulation and/or glazing requirements.

Standards for energy conservation, then, have been established. The home building industry, in turn, must comply with these standards while localities are responsible for enforcing the energy conservation regulations.

In relation to new residential development, and especially affordable housing, construction of energy efficient building does add to the original production costs of ownership and rental housing. Over time, however, the housing with energy conservation features should have reduced occupancy costs as the consumption of fuel and electricity is decreased. This means the monthly housing costs may be equal to or less than what they otherwise would have been if no energy conservation devices were incorporated in the new residential buildings.

Reduced energy consumption in new residential structures, then, is one way of achieving affordable housing costs when those costs are measured in monthly carrying costs as contrasted to original sales price or production costs. Generally speaking, utility costs are among the highest components of ongoing carrying costs.

Opportunities for additional energy conservation practices include the implementation of "mitigation measures" contained in environmental impact reports prepared on residential projects in the City of La Mesa. The energy consumption impacts of housing developments may be quantified within the scope of environmental impact reports, prepared by or for the City of La Mesa. Mitigation measures to reduce energy consumption may be proposed in the appropriate section so environmental impact reports, prepared by or for the City of La Mesa. Mitigation measures to reduce energy consumption may be proposed in the appropriate section so environmental impact reports. These mitigation measures, in turn, may be adopted as conditions of project approval.

Some additional opportunities for energy conservation include various passive design techniques. Among the range of techniques that could be used for purposes of reducing energy consumption are the following:

- Locating the structure on the northern portion of the sunniest area on the site.
- Designing the structure to admit the maximum amount of sunlight into the building and to reduce exposure to extreme weather conditions.
- Locating indoor areas of maximum usage along the south face of the building and placing corridors, closets, laundry rooms, power core, and garages along the north face to the building to serve as a buffer between heated spaces the colder north face.

- Making the main entrance a small, enclosed space that creates an air lock between the building and its exterior; orienting the entrance away from prevailing winds; or using a windbreak to reduce the wind velocity against the entrance.
- Locating window openings to the south and keeping east, west and north windows small, recessed, and double-glazed.

These and any other potential state-of-the-art opportunities could be evaluated within the context of environmental impact reports and/or site plan review. Feasible site planning and/or building design energy conservation opportunities then could be incorporated into the project design. An evaluation of the potential for energy conservation could be incorporated into the permit and processing procedures of the City as discussed in the late section of governmental constraints.

VI. HOUSING PLAN

Chapters II to V establish the housing needs, opportunities and constraints in La Mesa. The Housing Plan presented in the following chapter sets forth the City's goals, policies, and programs to address La Mesa's identified housing needs.

A. GOALS AND POLICIES

This section of the Housing Element contains the goals and policies the City of La Mesa intends to implement in order to address a number of important housing-related issues. The following six major issue areas are addressed by the goals and policies of this Element: 1) ensure that a broad range of housing types are provided to meet the needs of the existing and future residents; 2) ensure that housing is maintained and preserved; 3) increase opportunities for homeownership; 4) ensure the availability of housing-related services for special needs groups; 5) ensure housing is sensitive to environmental and social needs; and 6) promote equal housing opportunity. Each issue area and the supporting goals and policies are identified and discussed in the following section.

HOUSING OPPORTUNITIES

The City of La Mesa encourages the construction of new housing units that offer a wide range of housing types to ensure that an adequate supply is available to meet existing and future needs of all groups. The provision of a balanced inventory of housing in terms of unit type (e.g., single-family, apartment, condominium, mixed residential/commercial), cost and style will allow the City to fulfill a variety of housing needs.

- GOAL 1.0:** Encourage adequate provision of a wide range of housing by location, type of unit, and price to meet the existing and future needs of La Mesa residents.
- Policy 1.1:** Provide a variety of residential development opportunities in the City, including low density single-family homes, moderate density townhomes, higher density apartments and condominiums, and residential mixed use to fulfill regional housing needs.
- Policy 1.2:** Encourage both the private and public sectors to produce or assist in the production of housing, with particular emphasis on housing affordable to lower income households, as well as the needs of the handicapped, the elderly, large families, female-headed households and homeless.

- Policy 1.3:** Facilitate the development of low and moderate income housing by offering developers incentives such as 1) density bonuses; 2) low interest or tax-exempt financing; 3) City participation in on- and off-site public improvements; and 4) flexibility in zoning and development standards.
- Policy 1.4:** Assist residential developers in identifying and preparing land suitable for new housing development.
- Policy 1.5:** Require that housing constructed expressly for low and moderate income households not be concentrated in any single portion of the City.
- Policy 1.6:** Encourage the development of housing for the elderly by offering density bonuses and other zoning incentives, such as reduced parking requirements, and encourage such housing to be located within close proximity to community center and transportation services.
- Policy 1.7:** Encourage the development of residential units that are accessible to handicapped persons or are adaptable for conversion to residential use by handicapped persons.
- Policy 1.8:** Encourage developers to employ innovative solutions to meet housing needs, including adaptive reuse of existing non-residential buildings.
- Policy 1.9:** Encourage higher density residential housing to be evenly distributed throughout the community. Locate higher density residential development within close proximity to public transportation, services, recreation and neighborhood shopping centers.
- Policy 1.10:** Continue to allow transitional/emergency housing facilities as accessory uses to churches, institutions and non-profit social service providers operating under provisions of State law or local ordinance.
- Policy 1.11:** Monitor all regulations, ordinances, departmental processing procedures and fees related to the rehabilitation and/or construction of dwelling units to assess their impact on housing costs.

MAINTENANCE AND PRESERVATION

The goal of housing preservation is to protect the existing housing stock and to avoid a degree of physical decline that will require a larger rehabilitation effort to restore quality and value. As an older community with nearly half its housing stock over 30 years old, it is important that the City of La Mesa facilitates an ongoing housing maintenance program. The City implements an active housing rehabilitation program utilizing CDBG monies directed towards neighborhoods which evidence deferred housing maintenance.

GOAL 2.0: Maintain and enhance the quality of existing residential neighborhoods in La Mesa.

Policy 2.1: Continue existing rehabilitation programs which provide financial and technical assistance to economically depressed areas, and lower income property owners/tenants to enable correction of housing deficiencies.

Policy 2.2: Continue to utilize the City's code enforcement program to bring substandard units into compliance with City codes and to improve overall housing conditions in La Mesa.

Policy 2.3: Promote increased awareness among property owners and residents of the importance of property maintenance to long-term housing quality.

Policy 2.4: Encourage the retention of existing single-family neighborhoods which are economically and physically sound.

Policy 2.5: Encourage the maintenance of older mobilehomes and travel trailers in La Mesa during their useful life to insure that they provide shelter which is safe and healthful. Closure of mobilehome/travel trailer parks will occur only after property owners comply with provisions of State law dealing with tenant impact analysis and relocation assistance.

Policy 2.6: Mitigate the displacement impacts occurring as a result of residential demolition through unit replacement or relocation of tenants.

Policy 2.7: Educate owners of historic properties on the benefits of home repair and remodeling using design and materials consistent with the character of their neighborhood.

- Policy 2.8:** Upgrade substandard public facilities, such as storm drains and sidewalks, to benefit lower income neighborhoods.

HOME OWNERSHIP

The option of homeownership has become a privilege in Southern California which is often not available to low and even moderate income households or potential first time homebuyers. While condominiums offer a relatively affordable home ownership option in La Mesa, the 10%-20% downpayment serves as a constraint to many potential homebuyers. The City's Redevelopment Agency will investigate means of developing a shared equity program to facilitate affordable homeownership opportunities.

GOAL 3.0: Provide increased opportunities for homeownership.

Policy 3.1: Provide favorable home purchasing options to low and moderate income households, such as interest rate write-downs, downpayment assistance, and mortgage revenue bond financing.

Policy 3.2: Encourage alternatives forms of homeownership, such as shared equity ownership and limited equity cooperatives.

Policy 3.3: Facilitate the purchase of units converted to condominium ownership by existing tenants through the use of ownership subsidies.

AFFORDABLE HOUSING SUPPORT SERVICES

In addition to policies designed to increase the availability and adequacy of the City's affordable housing stock, it is important that services are available that ensure efficient utilization of the housing stock. Of particular importance in La Mesa are housing related services for the elderly, handicapped and the homeless.

GOAL 4.0: Provide housing support services to address the needs of the City's low and moderate income residents.

Policy 4.1: Continue to support and actively market the shared housing program sponsored by the East County Council on Aging as an affordable housing option for seniors to share housing in the community.

- Policy 4.2:** Encourage and cooperate in area-wide studies with such groups as the Housing Coalition of Greater San Diego County to identify the specific needs of the homeless.
- Policy 4.3:** Continue to support and coordinate with Heartland Human Relations and other local social service providers to address the needs of the homeless and other housing-related issues such as discrimination.
- Policy 4.4:** Continue to support the Community Service Center for the Disabled to assist handicapped individuals in attaining needed services.
- Policy 4.5:** Continue to support the La Mesa Nutrition Center in operating the Meals-on-Wheels program.
- Policy 4.6:** Consider the use of density, financial and other incentives to encourage the development of child care facilities coincident with new housing development.

ENVIRONMENTAL SENSITIVITY

As an urbanized community, various land uses in La Mesa are developed within close proximity of one another. It is an on-going concern of the City to ensure that residential growth is sensitive to the existing environmental setting. Residential development will be accommodated which is coordinated with available community resources and infrastructure and which is designed to minimize impacts on the natural and built environment.

- GOAL 5.0:** Ensure that new housing is sensitive to the existing built and natural environments.
- Policy 5.1:** Ensure that multi-family infill development is compatible in design with single-family residential areas, and is consistent with the existing neighborhood character.
- Policy 5.2:** Protect residential neighborhoods from excessive noise, through traffic, and incompatible land uses.
- Policy 5.3:** Accommodate new residential development which is coordinated with the provision of infrastructure and public services.
- Policy 5.4:** Encourage the use of energy conservation devices and passive design concepts which make use of the natural climate to increase energy efficiency and reduce housing costs.

Policy 5.5: Locate higher density residential development close to public transportation.

FAIR HOUSING

In order to make adequate provision for the housing needs of all economic segments of the community, the City must ensure equal and fair housing opportunities are available to all residents.

GOAL 6.0: Promote equal opportunity for all residents to reside in the housing of their choice.

Policy 6.1: Continue active support and participation with the Heartland Human Relations Association to further spatial deconcentration and fair housing opportunities.

Policy 6.2: Prohibit discrimination in the sale or rental of housing with regard to race, ethnic background, religion, handicap, income, age, sex, and household composition.

B. EVALUATION OF ACCOMPLISHMENTS UNDER ADOPTED HOUSING ELEMENT

State Housing Element law requires communities to assess the achievements under adopted housing programs as part of the five year update to their housing elements. These results should be quantified where possible (e.g. rehabilitation results), but may be qualitative where necessary (e.g. mitigation of governmental constraints). These results then need to be compared with what was projected or planned in the earlier element. Where significant shortfalls exist between what was planned and what was achieved, the reasons for such differences must be discussed.

The La Mesa 1985 Housing Element contains a series of housing programs with related quantified objectives for the following topic areas: Housing Improvement, Housing Production, Housing Assistance, Removal of Governmental Constraints, and Equal Housing Opportunities. The following section reviews the progress in implementation of these programs, the effectiveness of the element, and the continued appropriateness of identified programs. The results of this analysis will provide the basis for developing the comprehensive housing program strategy presented in the final section of Housing Element.

Housing Improvement

A major emphasis of the City's 1985 Housing Element was on housing rehabilitation. While the Element identifies only 2.5% of La Mesa's housing stock as substandard, with such a large segment of the City's housing over 30 years in age, the effects of both deterioration and obsolescence could lead to a significant portion of the City's housing becoming substandard once a trend sets in. The City's 1985 Housing Element sets forth a variety of housing rehabilitation programs and quantified program objectives to prevent such decline from occurring in La Mesa's neighborhoods.

La Mesa continued to implement a variety of owner and renter rehabilitation programs during the 1985-1990 period, and achieved the rehabilitation of 153 units during this time. These programs include owner-occupied rehabilitation loans and home improvements, rental unit rehabilitation loans and home improvements, and a rental rehabilitation demonstration program. Rehabilitation efforts were achieved through use of Community Development Block Grant (CDBG) funds.

Implementation progress fell short of planned objectives under three of the City's rehabilitation programs, although expectations were exceeded in two program areas. In terms of owner-occupied rehabilitation programs, 46 low interest and deferred loans were made between 1985-1990, compared with a goal of achieving 65 loans. Owner rebates, on the other hand, well exceeded Housing Element goals, with 64 rebates issued since 1985 in contrast to a goal of 25 rebates.

Rental rehabilitation loans and rebates both fell short of the 50 unit objective for each program, with 16 loans and 7 rebates issued during the 1985-1990 period. Finally, the City's Rental Rehab Demonstration Program which combined Section 8 certificates with rehabilitation assistance was successful in achieving the rehabilitation of 20 rental units, compared with a goal of 14 units.

City staff has indicated that the shortfall in achieving its rehabilitation goals is a result of two factors: 1) general lack of interest in the Rehabilitation Program during the middle part of the decade, in part because of an adjustment in the City's target areas. In 1986 the City established the Vista La Mesa Rehabilitation Target Area which eventually generated a number of applications for home improvements. However, it took a couple of years for the residents of the area to learn about and accept the City's program. During this adjustment period the Rehabilitation Program was able to operate primarily with program income from earlier loans, freeing CDBG funding for needed public improvements in the Vista La Mesa area. 2) A period of good economic conditions which made private lending sources with fewer restrictions more attractive than the City loans with their health and safety considerations.

The City has modified the organizational structure of the Community Development Department which has improved the means in which rehabilitation efforts can be targeted, budgeted and tracked. Efforts will soon be made to again adjust the Rehabilitation Target Areas and to expand the Rental Rehabilitation component of the Rehabilitation Program. With these modifications the City expects to reach more residential units in need of assistance and meet its commitments to low and moderate income households.

Housing Production

SANDAG determined the following household growth needs in La Mesa for the 1984-1989 period:

Income Group	Number of Households
Very Low	95
Low	73
Moderate	81
Upper	173
TOTAL	422

In addition to household growth needs, additional housing production needs are generated by: 1) the need to replace substandard housing, and 2) the need to maintain a healthy vacancy level. In consideration of these factors, the La Mesa Housing Element establishes the following housing production needs:

o	Household Growth	422
o	Replacement of Substandard Housing	31
o	Maintenance of Healthy Vacancy Rate	22
	TOTAL	475

An inventory of sites suitable for residential development is included in the City's 1985 Housing Element which indicates the potential development of 1,219 housing units on vacant land, and an additional 1,297 units on underutilized parcels. Combined, the housing unit potential on vacant and underutilized parcels was identified as adequate to satisfy the City's five year construction needs (N=475).

The 1985 La Mesa Housing Element states that the City will facilitate the production of at least 475 housing units over the five year period from mid-1984 to mid-1989 to fulfill La Mesa's share of regional housing needs. According to the Department of Finance, La Mesa had a net increase in 1,035 housing units during the past five years (1985-1990), thereby well exceeding its stated housing production goal of 475 units. Over 80% of the residential development which occurred during this period (857 units) were in multi-family structures with five or more units. The City encouraged the development of housing affordable to lower income households through the following actions:

- o Granting a density bonus to facilitate the development of 81 units of affordable senior citizen rental housing in Guava Gardens. 25% of these units are set aside for low income seniors, with the remaining 75% affordable to moderate income seniors.
- o Adoption of an ordinance in 1985 pertaining to the construction of second units in R-1 areas where such development was previously disallowed.
- o Approval of 214 units of senior citizen congregate housing in the Waterford Terrace and Grossmont Gardens facilities.
- o Maintenance of an inventory of suitable sites for residential development through the City's Land Use Information System/assessor parcel database, and distribution of the land inventory to individuals and groups interested in developing low income housing.
- o Adoption of a senior housing policy which allows for the development of senior housing on any site within the City pursuant to development of a specific plan.

In addition to the above policies for lower income housing, the City will be looking for other methods to help meet the five year objective for new housing

production of 1,406 units. One such method would be to encourage the provision of housing in appropriate redevelopment projects. An example of this type project is the Phase II-A development under construction in the Downtown Redevelopment Area, which includes 95 condominium units on four levels above commercial uses.

During the time frame of the updated Housing Element, it is appropriate to continue to state housing production goals, objectives and policies. Previous goals will be reassessed based on a current land inventory and site suitability analysis.

Housing Assistance

Housing assistance refers to bringing the cost of housing into reasonable relationship to income or ability-to-pay for shelter. Goals for housing assistance contained in the City's 1985 Housing Element include the following:

- To achieve housing assistance for at least 60 additional families through the Section 8 housing assistance payments program.
- To achieve the production of 30 new housing units for low and moderate income households through some combination of local resources/incentives and State and Federal housing programs.
- To achieve the production of 20 senior citizen and/or family handicapped housing units through the existing voter approved Article 34 referendum.
- To conserve affordable rental housing units by continued implementation of the condominium conversion ordinance.

During the 1985-1990 period, La Mesa achieved the following housing assistance goals. The City continued to participate in the Section 8 rental subsidy program, and secured 107 additional certificates and vouchers, well exceeding its goal for 60 additional subsidies. As for production of new low and moderate income housing units, no additional units were produced during this period. And while the City did not utilize its remaining Article 34 allocation of 72 low-rent senior citizen housing units, the City did achieve the production of 81 units of affordable senior citizen apartments through density bonus incentives. The City continues to implement its condominium conversion ordinance, although did not receive any applications for condominium conversions during the 1985-1990 period.

La Mesa allocates approximately \$15,000 annually to the East County Council on Aging for implementation of a Shared Housing Program in its jurisdiction. This program matches renters with compatible homeowners, thereby reducing housing expenses for both parties. The majority of households assisted are lower income, and after placement, their housing costs are generally reduced to below 30% of

their income. The Agency reports an average of 12 roommate matches annually in La Mesa.

These housing assistance programs remain appropriate for the updated Housing Element, and have been incorporated into the updated Housing Plan.

Removal of Governmental Constraints

Potential governmental constraints are not prevalent in La Mesa. The City's Land Use Element and zoning provides for a range of housing types, and governmental induced housing costs are minimized. This is typified by the City's progressive attitude toward allowing a mixture of residential units in its commercial zones. The City's 1985 Housing Element sets forth goals and policies which encompass current City practices, and establishes the following two short-term objectives to remove governmental constraints:

- Formalize the local incentives that could be provided to facilitate the construction of handicapped/family/senior citizen housing within one-year of adoption of the updated Housing Element.
- Establish guidelines for the preparation of focused EIRs in connection with the development of new housing for low and moderate income households, senior citizens, and families with handicapped members.

The City has adopted a senior housing policy which provides for flexibility in development standards for senior housing projects through the specific plan process. Under this policy, senior housing proposals which prepare a specific plan and reserve all or a portion of the units as affordable to low and moderate income households are eligible for significant increases above the base zoning density. These projects may also be eligible for reduced development standards for parking and open space requirements.

While the City has not developed specific guidelines for the preparation of focused EIRs for low/mod, senior citizen, and handicapped housing, City staff indicates that typically such projects are developed on infill sites and do not require the preparation of an EIR. Where the initial environmental study does determine that an EIR is required, the City conducts a public scoping session to assist in focusing the EIR on the most relevant issues.

The removal of governmental constraints to the maintenance, improvement and development of housing remains an important objective for the La Mesa Housing Element. The updated Housing Element establishes several new programs to address constraints including subsidized development fees and reduced development standards for affordable and senior citizen housing development.

Equal Housing Opportunities

The 1985 Housing Element establishes a program for promoting equal housing opportunity. As a result of the City's agreement with Heartland Human Relations Association, the community's residents are being assisted in the area of fair/open housing. The HHRA processes a monthly average of 30 inquiries from area citizens regarding housing problems and tenant-landlord relations. This program remains appropriate to the updated Housing Element, and the City will continue to contribute a portion of its CDBG allocation to Heartland Human Relations for fair housing services.

C. SHARE OF REGION'S HOUSING NEEDS

State law requires jurisdictions to provide for their share of regional housing needs. The San Diego Association of Governments (SANDAG) has determined the 1991-1996 needs for the City of La Mesa, and has estimated the number of households which the City will be expected to accommodate during this period. Future housing needs reflect the number of new units needed in a jurisdiction based on households which are expected to reside within the jurisdiction (future demand), plus an adequate supply of vacant housing to assure mobility and new units to replace losses. These needs were forecast by the 1990 Regional Housing Needs Statement (RHNS). Household growth assumptions for the RHNS were based on the Series 7 Regional Growth Forecast, and allocated among San Diego jurisdictions based on land availability and local employment projections.

According to the RHNS model, housing to accommodate 1,406 households would need to be added to the City's June 30, 1991 total households by July 1996 to fulfill the City's share of regional housing needs. Based on the distribution of regional income, this total can be further divided among HUD's four income groups to identify the types of households to be provided for as follows:

TABLE 24
CITY OF LA MESA
1991-1996 HOUSEHOLD NEEDS BY INCOME GROUP

Very Low (0-50% County median income)	323
Low (50-80% County median income)	239
Moderate (80-120% County median income)	295
Upper (over 120% County median income)	549
Total Households	1,406

Source: SANDAG Regional Housing Needs Statement, July 1990.

The intent of the future needs allocations by income group is to relieve lower income impaction - the undue concentration of very low and low income households in a jurisdiction. Localities must fully address their existing needs in order for impaction avoidance goals to be achieved in the future period.

The site inventory analysis contained in Section V of the Housing Element demonstrates the City's ability to meet its regional housing needs by income group. In addition, the City will further assist in the development of affordable housing through Housing Element programs including land write-down assistance, density bonus, and incentives for senior citizen housing development.

In addition to identifying each locality's regional housing growth needs, SANDAG also allocates each jurisdiction's "fair share" housing requirements.

"Fair share" refers to the number of lower income households (80% of County median income) requiring assistance during the five year time frame of the Housing Element. The Regional Housing Needs Statement identifies 3,612 fair share households in La Mesa in need of housing assistance during the 1991-1996 period.

SANDAG establishes a good faith effort target for each locality which represents 12.5% of the total identified fair share needs and is considered to be realistically achievable over a five year period. The five year goal for La Mesa is thus to assist 452 households (12.5% of 3,612 households) during the 1991-1996 period. The Housing Element sets forth a variety of programs, equity homeownership, senior homesharing, and housing rehabilitation programs to provide assistance to over 600 lower income households (refer to Table 25 - Housing Program Summary).

D. REDEVELOPMENT SET-ASIDE FUND

Legislative Background

State Redevelopment Law provides the mechanism whereby cities and counties within the state can, through adoption of an ordinance, establish a redevelopment agency. The Agency's primary purpose is to provide the legal and financial mechanism necessary to address blighting conditions in the community through the formation of a redevelopment project area(s). Of the various means permitted under State Law for financing redevelopment implementation, the most useful of these provisions is tax increment financing. This technique allows the assessed property valuation within the Redevelopment Project Area to be frozen at its current assessed level when the redevelopment plan is adopted. As the property in the project area is improved or resold, the tax increment revenue generated from valuation increases above the frozen value is redistributed to the redevelopment agency to finance Redevelopment Project costs.

In general, many early redevelopment projects focused primarily upon demolition of blighted residential buildings and development of new non-residential uses or upper income residential projects. While these types of projects worked to eliminate blighting conditions, they did little or nothing to aid the mostly low and moderate income residents of the housing that was demolished, in addition to having a negative impact on a community's supply of affordable housing. To address the problems that arose with regard to the effect of redevelopment on low and moderate income housing, the state legislature enacted a series of changes to Community Redevelopment Law which require redevelopment agencies to undertake activities which will assist in the production of low and moderate income housing.

The legislative requirements regarding low and moderate income housing generally fall into three basic categories: 1) expenditure of 20% of the tax increment revenue to increase and improve the supply of low and moderate income housing in a community; 2) requirements that redevelopment agencies replace low and moderate income housing which is destroyed as a result of a redevelopment project; and 3) requirements that a portion of all housing constructed in a redevelopment project area be affordable to low and moderate income persons and families. The requirement for redevelopment agencies to set aside 20% of a project's tax increment for low and moderate income housing can provide a significant source of funding for implementation of a community's housing programs.

La Mesa

In July 1964 the City Council formed the La Mesa Community Redevelopment Agency. Since its formation, the Agency has adopted three project area plans in the City; these project areas are identified in Figure 2 in Section V of the Housing Element. The Central Area Redevelopment Project was adopted in

1973. Agency-assisted residential projects in the Central Project Area include "The Springs," a 129 unit affordable senior housing project, and a mixed use project which incorporates 95 condominium units above ground level retail. In July of 1985 and 1987, the Agency adopted the Fletcher Parkway and Alvarado Creek project area plans. A recent project in the area includes a 368 unit apartment project on two sides of and near the intersection of Fletcher Parkway and Amaya Drive.

The La Mesa Redevelopment Agency has projected the amount of tax increment anticipated to be generated from the three redevelopment projects in the City during the 1991-1996 time frame of the Housing Element, and the related contribution to the 20% affordable housing set-aside fund. According to City staff, as of December 1990, the redevelopment housing set-aside fund had a balance of \$524,000. The Agency projects an annual contribution of approximately \$176,000 during the five year period of the Housing Element, resulting in a total of \$1.4 million available for affordable housing programs.

In 1988, AB 4566 mandated that redevelopment agencies with "excess surplus"^a monies in their housing set aside funds must either spend these funds within five years or else transfer them to another local housing authority for expenditure. State law sets forth a variety of options for localities to expend their housing funds, including the following:

- Land Disposition and Write-Downs
- Site Improvements
- Loans
- Issuance of Bonds
- Land and Building Acquisition by Agencies
- Direct Housing Construction
- Housing Rehabilitation Programs
- Rent subsidies
- Predevelopment funds
- Administrative Costs for Non-Profit Housing Corporations

During the time period of this Housing Element, the La Mesa Redevelopment Agency intends to expend the estimated \$1.4 million accrued to its set-aside fund on two primary programs: 1) land write-downs and other development incentives for the construction of new affordable housing, and 2) the possible augmentation of existing rental subsidies offered to very low income households, such as the Section 8 program, to provide affordable housing utilizing the existing housing stock. These programs are described in greater detail in the Housing Element programs section beginning on the following page.

^a Excess surplus is defined as any unexpended and unencumbered balance in an agency's Low and Moderate Income Housing Fund that exceeds the greater of five hundred thousand dollars or the aggregate amount deposited into the Fund pursuant to Community Redevelopment Law (Health and Safety Code Sections 33334.2 and 33334.6) during the agency's preceding five fiscal years.

E. HOUSING PROGRAMS

The goals and policies contained in the Housing Element address La Mesa's identified housing needs and are implemented through a series of housing programs. Housing programs define the specific actions the City will take to achieve specific goals and policies.

The City of La Mesa's overall housing program strategy for addressing its housing needs has been defined according to the following issue areas:

- Conserving and improving the condition of the existing stock of affordable housing.
- Providing adequate sites to achieve a variety and diversity of housing.
- Assisting in the development of affordable housing.
- Removing governmental constraints as necessary.
- Promoting equal housing opportunity.

Housing programs include both programs currently in operation in the City and new programs which have been added to address the City's unmet housing needs. This section provides a description of each housing program, and future program goals. The Housing Program Summary Table 25 located at the end of this section summarizes the future 5-year goals of each housing program, along with identifying the program funding source, responsible agency, and time frame for implementation.

Conserving and Improving Existing Affordable Housing

Housing rehabilitation includes major efforts to improve property and alternations aimed at converting the type or number of units. The goal of housing preservation is to protect the existing quality and investment in housing to avoid a degree of physical deterioration that will require a larger rehabilitation effort to restore quality and value. Considering that nearly half of La Mesa's residences are over 30 years old, the City's housing stock is relatively well maintained, with few dilapidated or substandard structures. Deferred maintenance is however somewhat more prevalent, particularly in the City's older neighborhoods. The City will continue to operate an active housing rehabilitation program, combined with code enforcement efforts, to upgrade and maintain its housing stock.

In addition to rehabilitation efforts, it is also important that the City make efforts to conserve La Mesa's existing stock of affordable housing. Housing conservation programs contained in the element include direct assistance to ensure continued subsidies, Section 8 rent subsidies, and shared housing.

1. **Housing Rehabilitation Program:** The Rehabilitation Program represents La Mesa's major effort to maintain and improve the City's housing stock. The program provides financial as well as technical assistance to property owners applying for home improvement loans. The City finances this program with funds received from the U.S. Department of Housing and Urban Development (HUD) through its Community Development Block Grant (CDBG) program. The City increases the financing power of those funds through the use of a Revolving Fund to collateralize loans. Property owners with sufficient incomes to sustain reduced-interest payments can obtain loans partially or fully collateralized with CDBG funds through an agreement with Bank of America's City Improvement and Restoration Program. Eligibility of loans is determined by the applicant's gross annual household income.

In order to concentrate the rehabilitation effort, Target Areas have been identified based on the information gathered from the Housing Needs Assessment of the County of San Diego, census data, City housing studies and blight studies. Depending on the applicant's income, rehabilitation assistance may also be provided outside the Target Area. Current and proposed Target Areas are identified in Figure 3. The boundaries for all areas of the City which income qualify as CDBG Target Areas are also identified; these CDBG-eligible areas may be somewhat modified with release of 1990 Census data. The following types of assistance are available under La Mesa's Rehabilitation Program:

- a. **Deferred Loan Program:** This program provides long-term, zero interest loans of up to \$15,000 to very low income property owners whose annual incomes are insufficient to obtain home improvement loans from private lending institutions. A lien is taken on the property and the loan is due in full amount at the time the property changes hands or is refinanced. Otherwise, the borrower's income is re-evaluated every five years to determine if a repayment plan should be established. Deferred loans are available to property owners in Target Areas and to owner-occupants on a citywide basis.

- b. **Low-Interest Loan Program:** Three loan structures are available under this program.

- o **Low Interest Loans:** These loans are intended for low-income property owners whose annual incomes do not qualify them for conventional full-interest home improvement loans, but who can sustain payments on reduced-interest, extended-term loans. Current interest rates are 3 3/4% to 5 1/2%. The minimum loan amount is \$5,000 and the maximum loan amount is \$15,000. These loans are available to property owners in the targeted areas and owner-occupants on a city-wide basis.



Figure 3
Housing Rehabilitation Program Target Areas

- **Reduced Interest Rate Loans:** These loans are intended for moderate-income property owners who require the incentive of discounted money to undertake neighborhood-enhancing home improvement projects. Only property owners within the Target Areas are eligible to apply for these loans. Current interest rates are 6 1/2% to 8 1/4%.
- **Below Market Interest Rate Loans:** These loans are directed to higher income property owners who require the financial incentive of discounted money to undertake neighborhood-enhancing home improvement projects. Only property owners within the Target Areas are eligible for these loans. Current interest rates are 8% to 10%.

c. Rebates: Rebates aim at providing incentive for private investment in "cosmetic" improvement within Target Areas by matching funds with property owners. The rebate is for 50% of the cost of materials for exterior improvements after the improvements have been completed. The maximum amount of rebate is \$400 and only property owners within Target Areas are eligible for this program.

d. Rental Rehabilitation Program: The City has expanded its Target Area Landlord Assistance Loan Program to provide rehabilitation loans on a City-wide basis. Under this program, landlords can receive 0% interest loans to rehabilitate multi-family or single-family rentals which are in substandard condition or evidence deferred maintenance problems. To qualify for a Rental Rehabilitation loan, a minimum of 51% of the building's tenants must be low or moderate income, and the property must be listed with the San Diego County Housing Authority as accepting Section 8 rent subsidies or housing vouchers. The owner must also agree to maintain rents at or below the Section 8 fair market rents for the life of the rehabilitation loan.

Five Year Program Goals: La Mesa's housing rehabilitation programs provide needed assistance to lower income owner and renter-occupied households to encourage upgrading of the City's housing stock. While progress in program implementation temporarily slowed during the late 1980s, new Target Areas have been delineated, CDBG funding levels have been restored, and the City has reorganized the Community Development Department to more effectively administer the Housing Rehab Program. In order to encourage maximum utilization of its rehabilitation programs, the City will conduct ongoing advertisements in the City newsletter, the La Mesa Forum newspaper, and the newsletter published by the Chamber of Commerce. The City will update its Housing Rehabilitation Program brochure within the coming year, and will distribute in key locations throughout the community including City Hall, libraries, community center, senior center, and Bank of America. Also within the next year the City

will review the Rental Rehabilitation Program to look for ways to encourage more participation by apartment owners. The City will also consider modifying the \$15,000 project limit to allow the Loan Committee some discretion in exceeding the limit in cases involving significant health and safety repairs.

The City's 1988-1991 Housing Assistance Plan establishes an annual assistance goal of at least 26 housing rehabilitation loans and 10 rebates, translating to a total of 180 loans and rebates over the five year period of the Housing Element. At least 51% of these loans and rebates will benefit low and moderate income households. A portion of this will be targeted towards disabled owners for unit modifications to improve accessibility.

2. **Historic Preservation Program:** The City of La Mesa's Historic Preservation Element, adopted in May 1983, includes several programs for implementation, including an Historic Preservation Loan Program. This program uses Community Development Block Grant (CDBG) funds to assist in the preservation of La Mesa's historic residential and commercial properties by providing financial and technical assistance to owners of properties listed in the "Historic Preservation Element and Inventory". All property improvements made through the Historic Preservation Program must be referred to the Historic Preservation Commission to determine whether improvements are consistent with the Federal guidelines for historic rehabilitation, and with the City's local ordinance.

a. Low Interest Loans: Low interest loans are made to property owners through an agreement with Bank of America's City Improvement and Restoration Program. CDBG funds are used to collateralize 50-75% of the loan principal. For rental properties, if owners agree to maintain their rents at the Section 8 Fair Market Rental level, the interest rates can be further reduced. Two types of loans are available to residential property owners depending on the gross annual household income of the applicant:

- o **Reduced Interest Rate Residential Loan:** These loans are directed at low and moderate income property owners. The maximum loan amount is \$15,000 and the maximum term is 15 years. Current interest rates are 6 1/2% to 9 1/2%.
- o **Below Market Interest Rate Residential Loan:** These loans are directed at property owners of higher incomes. The maximum allowable loan is \$15,000 and the maximum loan term is 15 years. Current interest rates are 8% to 10%.

Based on the City-wide availability of deferred and 3% loans for low income property owners, it is intended that those who qualify for this lower interest loan would apply through the Housing Rehabilitation Program.

Five Year Program Goals: City staff indicate that most historic residential properties assisted under this program have required the full \$15,000 loan to accomplish needed rehabilitation improvements. As such, this program is more expensive to implement and fewer loans are made than under La Mesa's Housing Rehabilitation Program. The five year program goals will be to expand program advertisement through inclusion in the City's new Housing Rehabilitation Program brochure, and to achieve a minimum of three Historic Preservation loans/rebates annually. The City will also consider increasing the \$15,000 project limit for critical health and safety improvements.

3. **Enforcement of Uniform Housing Code:** The City of La Mesa has adopted the 1988 edition of the Uniform Housing Code. This is the standard used for code enforcement under the City's Housing Rehabilitation Program. The stated purpose of the Housing Code is "to provide minimum standards to safeguard life or limb, health, property and public welfare..."

The following methods are used to enforce the Uniform Housing code in La Mesa:

- Inspections are performed on a complaint basis throughout the City.
- Inspections are also done at the invitation of a property owner applying for rehabilitation financial assistance.
- The procedures outlined in the Uniform Housing code and/or rehabilitation assistance programs are used as the basis for correcting any code violations.

When dealing with housing code violations, the City encourages voluntary compliance. Where code citations are issued, property owners are given a reasonable time frame in which to respond. The owner is also placed in contact with the City's housing rehabilitation administrator to provide information pertaining to any rehabilitation loans or rebates he/she may be eligible for to assist in correcting code violations.

Five Year Program Goals: Adoption of the Uniform Housing Code allows the City to regulate a greater range of substandard housing conditions than possible under Title 25 of the Administrative Code. The City has been effective in pairing up code violators with available rehabilitation assistance to reduce the financial burden of correcting deficiencies. The City will continue in its sensitive enforcement of the Uniform Housing Code.

4. **Conservation of Existing and Future Affordable Units:** A community's existing affordable housing stock is a valuable resource which should be conserved, and if necessary, improved to meet habitability requirements.

The City of La Mesa has two federally assisted housing projects in its jurisdiction - Murray Manor and The Springs. Murray Manor is a 218 unit family housing project developed in 1971 under the HUD Section 236 program. The forty year mortgage on this project will expire in the year 2011 and is not eligible for prepayment as the project is part of the rent supplement program. However, the owner may opt out of the Section 8 contract on 87 of the total units in the year 2000.

The Springs, constructed in 1981, is a 129 unit affordable senior housing project developed with assistance from the California Housing Finance Agency (CHFA) and the La Mesa Redevelopment Agency. As part of the Disposition and Development Agreement between the property owner and the Agency, the owner has an obligation to reserve 127 of the total rental units for use by Section 8 tenants. Affordability is guaranteed for a minimum period of 45 years, and is deed restricted with the land should the project undergo transfer in ownership.

In addition to these two federally subsidized projects, in 1986 the City granted a density increase combined with other development incentives for the development of 81 units of affordable low and moderate income senior citizen housing in the Guava Gardens project. Projects granted a density increase are required to have a recorded deed restriction which guarantees that the specified number of units are occupied by the intended low or moderate income tenant, and that rental rates are maintained at levels affordable to such households.

In order to address the potential future loss in the City's affordable housing stock, the City will be prepared to allocate redevelopment funds, or other available funding sources, to enable continued rental subsidy to some or all of these units. The City will also inventory and gather information to establish an early warning system for publicly assisted housing projects which have the potential to convert to market rate. All future projects in the City which receive public assistance shall have affordable housing covenants filed with the land to ensure the long term affordability of the units.

Five Year Program Goals: The goal of this program is to conserve the long-term affordability of existing and future units in La Mesa. This will be accomplished by the following actions: 1) developing an early warning system for subsidized units with the potential to convert to market rate; 2) providing continued public subsidy as available to units which are eligible to convert to market rate; 3) filing affordable housing covenants/deed restrictions on future publicly assisted projects.

5. **Section 8 Rental Assistance Program/Housing Vouchers:** The Section 8 rental assistance program extends rental subsidies to low income family and elderly which spend more than 30% of their income on rent. The subsidy

represents the difference between the excess of 30% of the monthly income and the actual rent. The voucher program is similar to the Section 8 program, although participants receive housing "vouchers" rather than certificates. Vouchers permit tenants to locate their own housing. Unlike the certificate program, participants are permitted to rent units beyond the federally determined fair market rent in an area, provided the tenant pay the extra rent increment. The Reagan administration proposed converting the Section 8 certificate program to the voucher system; this proposal is expected to be implemented under the Bush administration HUD secretary.

The City of La Mesa contracts with the San Diego County Housing Authority to administer the Section 8 Certificate/Voucher Program. As of January 1990, a total of 281 households in La Mesa were receiving rent certificates or vouchers. Nearly two-thirds of those receiving rental assistance were family households (176 rent subsidies), with the remaining 105 subsidies utilized by elderly households. The City has experienced an 85-100% in-place lease-up rate in the Section 8 program.

In order to address a portion of the remaining unmet rental assistance need, the City of La Mesa is considering methods to augment Federal Section 8 funding. The City may be able to transfer redevelopment set-aside monies to the San Diego County Housing Authority to provide additional very low income households with rental subsidies in La Mesa.

Based on HUD standards for the San Diego region, a very low income four person household can afford to pay up to \$485 in monthly housing costs. With apartment rents in La Mesa averaging \$614 for a two-bedroom unit, and \$742 for a three-bedroom unit, the necessary monthly subsidy for a four person very low income household would range from \$129 to \$257. Assuming an average subsidy of \$200, subsidy to 20 households would cost \$48,000 annually, and \$240,000 over the five year time frame of the Housing Element.

Five Year Program Goals: The City will continue to participate in applications from the San Diego County Housing Authority for additional Section 8 housing certificates and vouchers, and will facilitate use of the program in its jurisdiction by encouraging apartment owners to list available rental units with the Housing Authority.

As the City generates redevelopment tax increment, they will seek ways to provide rental assistance to very low income households.

6. **Senior Shared Housing:** Many seniors who would prefer to live independently resort to institutionalized living arrangements because of security problems, loneliness, or an inability to live entirely independently. The City of La Mesa currently contributes a portion of its CDBG funds towards a shared housing program which assists seniors in locating

roommates to share existing housing in the community. The program is administered by the East County Council on Aging from its El Cajon office. Services offered include information and referral, outreach, client counseling, placement and follow-up.

The shared housing program has been successful in providing an alternative option to La Mesa's elderly residents which allows them to remain in their homes. The program provided 12 roommate matches in 1989, and 13 matches in 1990 in La Mesa. The majority of these seniors are very low income, with the additional rental income assisting the homeowner in meeting housing expenses, and the relatively low rental cost assisting the roommate by providing a source of affordable housing. The East County Council on Aging requests that rents charged not exceed \$250 per month, and indicates that housing costs are generally reduced to below 30% of resident income. Roommate matches are made for mobilehomes as well as single-family homes. Between one-quarter and one-third of seniors assisted in La Mesa are identified as handicapped.

Five Year Program Goals: The Council on Aging indicates that many seniors are interested in finding roommates to share their homes, but there traditionally have been fewer individuals seeking housing in an existing home. The Council will continue to conduct educational outreach, including public service announcements, distribution of brochures, and public speaking engagements in attempts to increase the number of seniors they are able to assist through roommate matches.

The City of La Mesa will continue to assist in program outreach efforts for the shared housing program through advertisements in the City newsletter, and placement of program brochures in key community locations. The City is pleased with the results of the shared housing program and will continue to provide financial assistance for the five year period of the Housing Element. The City's goal is to match a minimum of 12 low income seniors each year through this program.

Provision of Adequate Sites

A key element in satisfying the housing needs of all segments of the community is the provision of adequate sites for housing of all types, sizes and prices. This is an important function in both zoning and General Plans designations. As an established City with the majority of remaining residential development opportunities to occur through infill, an active program for site identification is essential.

7. **Land Use Element:** The Land Use Element of the La Mesa General Plan designates more than half of the City's land inventory for residential uses. A variety of residential types are provided for in La Mesa, ranging from one to 40 dwelling units per acre, with higher densities achievable through

the City's density bonus provisions and senior housing policy. The Land Use Element also provides for the integration of multi-family residential in all commercial zones, and has created a Mixed Use Urban category to encourage residential development along the City's major commercial thoroughfares. No density limits or minimum unit sizes are placed on residential uses in the City's commercial zones. The residential development capacity under the La Mesa Land Use Plan is adequate to meet the City's share of regional housing needs, which has been identified as 1,406 dwelling units over the next five years. In addition to programs implemented by the City to encourage affordable housing development, the City also maintains an inventory of available sites for residential development which is provided to prospective residential developers in the community.

Five Year Program Goals: The City will continue to maintain an inventory of sites suitable for residential development and provide appropriate land use designations to fulfill its share of regional housing needs.

8. **Sites for Homeless Shelters/Transitional Housing:** The City of La Mesa has an estimated homeless population of 15-30 persons. The majority of these individuals are single males with apparent drug or alcohol dependencies; few families are represented. La Mesa has no emergency shelters in its boundaries, and the 19 bed shelter in the adjacent City of El Cajon operates at full capacity. The City contributes CDBG monies to Heartland Human Relations to provide services to the homeless, which includes overnight shelter referrals. Several churches in La Mesa participate in the Interface Shelter Network, providing emergency overnight shelter in church facilities during the winter months.

Five Year Program Goals: The City will continue to support and coordinate with Heartland Human Relations and other social service providers and churches to address the needs of the homeless. Transitional and emergency housing will continue to be conditionally permitted in multi-family and commercial zones, and as an accessory use to churches, institutions, and non-profit social service providers operating under provisions of State law or ordinance.

Assist in Development of Affordable Housing

New construction is a major source of housing for prospective homeowners and renters. However, the cost of new construction is substantially greater than other program categories. Incentive programs, such as density bonus, offer a cost effective means of providing affordable housing development. Public sector support for new construction includes the following programs for low and moderate income housing development.

9. **Facilitate Development of Higher Density Housing:** In an urbanized area like La Mesa, land costs represent the greatest cost component in both multi- and single-family development projects. One way to lower the cost of land per unit is to allow a greater number of units per acre of land, or residential density. However, land zoned for higher densities generally commands a higher market price. (According to local realtors, single-family zoned land in La Mesa commands an average of \$10/square foot, whereas multi-family zoned land commands an average of \$11.50/square foot). Nonetheless, increased density generally results in a lower land cost per unit, and greater unit affordability.

As a means of reducing residential land costs, it will be important for La Mesa to encourage development at the upper end of its residential density ranges. A survey of recent projects developed in Multiple Residential areas indicate a large number of projects building out at 18 units/acre, whereas densities of up to 23 units/acre are permitted. Development in Mixed Use Urban areas has tended to be more dense and has averaged 23 units/acre. Development in areas designated Downtown Commercial has evidenced the highest densities, with densities of 30 units/acre and above.

As part of the current update to the City's Land Use Element, the Mixed Use Urban category has been extensively expanded along El Cajon Boulevard and University Avenue. Since this category permits residential development at 40 units/acre, (well above the density permitted in the Multiple Unit category), it will serve to further encourage the infill of affordable multi-family units along the City's major commercial corridors.

The West Central Specific Plan Area has been targeted as a location in which the City wishes to encourage the recycling of the older lower density housing stock to higher density affordable housing. The City will encourage the infill of higher density housing in this area through publicizing this as a target area for multi-family infill, and by offering incentives, such as density bonus and other financial incentives (refer to Program 10) to facilitate affordable housing development in these areas.

Five Year Program Goals: The goal of this program will be to facilitate the development of higher density infill housing in targeted areas of the City. Both the West Central Specific Plan Area and areas designated Mixed Use Urban will be publicized as target areas for multi-family infill, and incentives provided (such as density bonus and reduced development fees) to provide greater unit affordability. By 1992, the City will develop brochure materials for distribution at the public counter which will identify these target infill areas and outline available development incentives.

10. **Density Bonus:** Pursuant to State density bonus law, if a developer allocates at least 20% of the units in a housing project to lower income households, 10% for very low income households, or at least 50% for "qualifying residents" (e.g. seniors), the City must either a) grant a density bonus of 25%, along with one additional regulatory concession to ensure that the housing development will be produced at a reduced cost, or b) provide other incentives of equivalent financial value based upon the land cost per dwelling unit. The developer shall agree to and the City shall ensure continued affordability of all lower income density bonus units for a minimum 30-year period.

The City of La Mesa adopted a density bonus ordinance in 1984 which develops a bonus point system for the provision of specified project amenities including low and moderate income, large family and handicapped-accessible housing. The density point system is applicable to the R3 (Multiple Unit Residential) and RB (Residential Business) zones; density bonuses in other zones are permitted pursuant to provisions identified under State law. The City's ordinance provides for a reduction in the minimum net lot area per dwelling unit in the R3 and RB zones from 2,420 to 1,895 square feet. Three of the six project "amenities" which qualify for density bonus points under the ordinance are described below:

- Development of family housing with three or more bedrooms and at least 1,000 square feet in living area.
- Development of housing for the physically handicapped which satisfies all design and construction standards of the Calif. Administrative Code, Part 2, Title 24, Handicap Requirements.
- Development of housing guaranteed for occupancy by low or moderate income. A greater number of bonus points is granted based on the proportion of low income units.

Five Year Program Goals: In order to encourage the development of affordable housing in La Mesa, the City shall inform residential development applicants of opportunities for density increases. By the end of 1992, the City will revise its Zoning Code to reflect current State density bonus standards.

11. **Land Assemblage and Write-Down:** The City can utilize both CDBG and redevelopment monies to write-down the cost of land for the development of low and moderate income housing. The intent of this program is to reduce land costs to the point that it becomes economically feasible for a private developer to build units which are affordable to low and moderate income households. As part of the land write-down program, the City may also assist in acquiring and assembling property and in subsidizing on-site and off-site improvements.

affordable to low income households. The specific five year program goal will be to facilitate the development of 100 units of affordable housing through land write down incentives.

12. **Senior Housing Development Incentives:** The City has adopted a Senior Housing Policy to facilitate the development of affordable senior citizen housing. This policy provides for flexibility in development standards for senior housing projects through a specific plan process. Senior housing proposals which prepare a specific plan and reserve all or a portion of the units as affordable to low and moderate income households are eligible for significant increases above the base zoning density, as well as reduced development standards including parking and open space requirements. The package of development incentives provided is worked out on a case-by-case basis.

Five Year Program Goals: The City will continue to provide incentives for the development of affordable senior housing through implementation of its senior housing policy.

13. **Shared Equity Program/Downpayment Assistance:** Equity sharing allows lower income households to purchase a home by sharing the costs of home ownership with a sponsor, such as a local Housing Authority or Redevelopment Agency. The sponsor and the buyer together provide the downpayment and purchase costs to buy a house. When the house is sold, the equity earned through appreciation is split between the occupant and the sponsor according to an agreement made prior to purchase.

The design of a shared equity program depends on the co-investors, the source of funds, and community needs. A program can be as simple as a partnership where the occupant and sponsor purchase the home together and share the proceeds upon sale of the property in the same ratio as purchase costs were shared. In order to prevent the shared equity program from being used for speculative purposes, the buyer is required to occupy the home to be purchased. The Agency can reserve the right of first refusal when the home is sold, providing a mechanism to maintain the long term affordability of the unit. Recent case law (*Oceanside vs McKenna*) validates the right of the City/Agency to require owner occupancy with no transfer.

Five Year Program Goals: This program serves as a financing tool to provide homeownership opportunities to low and moderate income households. While shared equity financing does occur in the market, purchase terms are often not in the best interest of the occupant. It is therefore recommended that the City work with the Housing Authority or through the Redevelopment Agency to offer shared equity as a homeownership option to low and moderate income households. The five-year goal of the Housing Element will be to establish program

guidelines and set up a shared equity program in La Mesa. The program will be financed through redevelopment set-aside funds. Once the program is in place, the City will establish annual assistance goals.

14. **Non-Profit Housing Development Corporation:** A non-profit housing development corporation (HDC) promotes, assists, or sponsors housing for low and moderate income people. The County of San Diego has developed the following list of non-profit housing developers who are active in the local area:

- o MAAC Project
- o Interfaith Housing
- o Housing Opportunities, Inc.
- o Habitat for Humanity
- o Civic Center Barrio
- o Telacu Affordable Housing
- o Urban Lending Associates
- o Metropolitan Area Advisory Committee
- o San Diego Co-Housing Coalition
- o Salerno/Livingston
- o Partnership for Affordable Housing
- o Neighborhood Housing Service

The City of La Mesa will continue to augment and refine this list of non-profit developers for purposes of soliciting their involvement in affordable housing construction in the City.

A non-profit HDC does not build "public housing"; rather, it builds or rehabilitates housing for people who cannot afford market rate housing but whose incomes are generally above the poverty level. To keep rents within affordable limits, government assistance of some kind (such as Section 8) is usually necessary; thus, such housing is often referred to as "assisted housing". An HDC may build rental housing or sponsor housing developments intended for homeownership.

There are three basic ways in which non-profits may sponsor assisted housing:

1. The non-profit may assemble a development package and sell it to a profit-motivated developer. The package usually consists of a site, project design, the necessary permits, and, in some cases, preliminary financing commitments. The advantage of this method is that the non-profit can get low- and moderate-income housing built while ending its involvement early in the process and going on to other projects. The disadvantage is that the non-profit may lose control over the development at the time of sale. However, the

non-profit could negotiate to retain some control over the project in the contractual agreement between it and the developer.

2. The non-profit may participate in a joint venture with a profit-motivated developer. Though it usually performs the same functions as in the first method, the non-profit can retain more control over the development and gain hands-on development experience while benefiting from the financial resources of the for-profit developer. In this option, however, the non-profit has a longer involvement and will have to negotiate the rights and responsibilities of the two partners.
3. In the third approach, the non-profit is the developer. In this case, the group must employ staff with necessary expertise or rely heavily on consultants. In return, the group has total control over the development. This option requires more risk, money, time, effort, and capability on the part of the non-profit.

A non-profit corporation can help meet the goals for additional housing by implementing or assisting with the implementation of programs described in this element.

Five Year Program Goals: The City will link in with existing local non-profit groups to encourage the development of both senior citizen and other types of affordable housing in La Mesa. Particularly in Redevelopment Agency-sponsored housing projects, the City will solicit the participation of non-profit developers as a mechanism of ensuring the long-term affordability of the project. The City is in the process of issuing a Request For Qualifications (RFQ) to develop the Campina Drive target affordable housing site (refer to Section V of the Housing Element), and will provide the RFQ to local non-profit groups.

Removal of Governmental Constraints

Under present State law, the La Mesa Housing Program must address, and where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing. The following programs are designed to lessen governmental constraints to housing development.

15. **Zoning Ordinance:** The City of La Mesa has developed a comprehensive Zoning Ordinance to implement its General Plan. The Zoning Ordinance provides for a diversity of housing types ranging from rural estate and single family dwellings to high density apartments and mixed use projects. The following aspects of the City's zoning ordinance in particular facilitate the conservation and development of affordable housing:

- Provisions for second units
- Provisions for manufactured housing in single-family zones
- Regulations pertaining to condominium conversions
- Provisions for density bonus
- Provisions for residential units within commercial zones

La Mesa has adopted an ordinance to allow for the construction of second units in R-1 zones. The City places no age or income restrictions on the tenant residing in the second units. The size of the unit is regulated to assist in keeping rents at affordable levels, as well as encourage occupancy by seniors, students, and small families.

The City's zoning ordinance also contains provisions to regulate the conversion of rental apartments into condominium ownership. The ordinance limits the number of existing apartment units which may convert into a condominium project in one year to a maximum of 50% of the yearly average of apartment units constructed in the previous two fiscal years. A minimum of 60 days notice is required to be provided to all tenants prior to the filing of a tentative map, and if inadequate notice is provided, moving and rental allowances must be provided. Each of the tenants will have the right of first purchase of their respective units.

A provision of the Zoning Ordinance which will influence the preservation of residential units in the City is the Certificate of Nonconforming Use. This certificate is a method of recognizing uses which legally developed under an earlier zone, but which have been made nonconforming either through rezoning or changes in the development standards of a particular zone. Having the certificate allows a use to be replaced in the event of a disaster. This assurance provides the incentive to owners of apartments with more units than allowed by current standards to maintain their property rather than to assume a sunset provision will result in their ultimate removal.

Five Year Program Goals: This Housing Element update is part of an overall update to the City of La Mesa General Plan. Upon completion of the Plan update, the City will revise its Zoning Ordinance as necessary to provide consistency with the General Plan and to incorporate updated State density bonus provisions. These zoning code revisions will be made by the end of 1992.

16. **Development Fees:** Various fees and assessments are charged by the City to cover the costs of processing permits and providing services and facilities. While almost all these fees are assessed on a pro rata share system, they often contribute to the cost of housing and constrain the development of lower priced units. The reduction of City fees can lower residential construction costs and, ultimately, sales and rental prices.

Five Year Program Goals: In its efforts to assist in the development and rehabilitation of affordable housing, the City will grant a partial fee waiver for the set-aside of a minimum of ten percent of the project's units for lower income households. In addition, the City will provide reduced building department fees for lower income households undertaking housing rehabilitation improvements.

Promote Equal Housing Opportunities

In order to make adequate provision for the housing needs of all economic segments of the community, the housing program must include actions that promote housing opportunities for all persons regardless of race, religion, sex, family size, marital status, ancestry, national origin, color, age or physical disability. More generally, this program component entails ways and means to promote equal housing opportunity.

17. **Fair Housing:** Since 1980, La Mesa has participated with Heartland Human Relations Association to provide services that have a direct relationship to the Statewide goal of promoting fair housing. The following are services provided by Heartland Human Relations:
 - Serve as a fair housing resource for the area, including implementation of an affirmative fair housing marketing plan, testing and complaint verification.
 - Respond to all citizen complaints regarding violations of the fair housing laws.
 - Provide tenant-landlord counseling to all inquiring citizens.
 - Promote community awareness of tenant landlord rights and responsibilities.
 - Monitor housing legislation and report on same to the City.
 - Report monthly on complaint processing.
 - Maintain a free rental listing service of affordable housing within the City of La Mesa.

Five Year Program Goals: La Mesa will continue to support Heartland Human relations to assure unrestricted access to housing in the community. The City will assist in program outreach through placement of program brochures at the public counter, community service agencies, and public libraries which describe the fair housing services offered through Heartland Human Relations.

TABLE 25
HOUSING PROGRAM SUMMARY

HOUSING PROGRAM	PROGRAM OBJECTIVE	5-YEAR GOAL (# UNITS) TO BE ASSISTED	FUNDING SOURCE	RESPONSIBLE AGENCY	TIME FRAME
CONSERVING & IMPROVING EXISTING AFFORDABLE HOUSING					
1. Housing Rehabilitation Program	Provide rehabilitation assistance to lower income owner-and renter occupied households to facilitate unit upgrading.	Update program brochure and expand program outreach to achieve 26 loans and 10 rebates annually. Target portion of assistance to handicapped.	CDBG	Planning Department.	Program ongoing. Update program brochure by end of 1991.
2. Historic Preservation Program	Provide rehabilitation assistance to historic properties.	Expand program advertisement to achieve minimum of 3 loans/rebates annually.	CDBG	Planning Department.	Program ongoing. Expand advertisement by end of 1991.
3. Uniform Housing Code	Enforce City housing codes, combined with rehabilitation assistance, to alleviate substandard housing conditions.	Continue sensitive enforcement of Housing Code.	Department Budget	Planning and Building Departments.	Ongoing
4. Conservation of Existing and Future Affordable Units	Provide for the continued affordability of the City's low and moderate income housing stock.	Unknown, dependant on status of mortgage prepayment.	Redevelopment and other available funds as necessary.	Planning and Redevelopment Departments	As required
5. Section 8 Assistance Payment/Housing Vouchers	Extend rental subsidies to lower income families and elderly. Encourage listing of rental units with County Housing Authority.	Continued subsidy of 281 households. Consider augmentation of existing program with Redevelopment monies.	HUD-Section 8 Cert. and Housing Vouchers; Redevelopment Set-Aside.	County Housing Authority; Planning Department	Ongoing
6. Senior Shared Housing	Assist seniors in locating roommates to share existing housing.	Contribute funding and assist in program outreach to achieve 12 senior matches annually.	CDBG	Planning Department	Ongoing

TABLE 25
HOUSING PROGRAM SUMMARY
(continued)

HOUSING PROGRAM	PROGRAM OBJECTIVE	5-YEAR GOAL (# UNITS) TO BE ASSISTED	FUNDING SOURCE	RESPONSIBLE AGENCY	TIME FRAME
PROVISION OF ADEQUATE HOUSING SITES					
7. Land Use Element	Provide a range of residential development opportunities through appropriate land use designations.	Accommodate City's share of regional housing needs, identified as 1,406 dwelling units.	Department Budget	Planning Department	Complete Land Use Element Update by end of 1991.
8. Sites for Homeless Shelters/ Transitional Housing	Provide for sites for the development of housing for the homeless.	Support Heartland Human Relations and other providers to assist the homeless population. Continue to allow shelters by CUP in multi-family and commercial zones, and in conjunction with church/institutional/ social service uses.	Department Budget	Planning Department	Ongoing
9. Facilitate Development of Higher Density Housing	Encourage the development of infill housing at the upper end of permitted General Plan densities.	Publicize the West Central Specific Plan Area and areas designated Mixed Use Urban as target areas for high density multi-family infill, and offer development incentives.	Staff time.	Planning Department	Implemented by 1992
ASSIST IN DEVELOPMENT OF AFFORDABLE HOUSING					
10. Density Bonus Program	Encourage development of housing for seniors and low income households through provision of density bonus/other equivalent incentives.	Inform applicants of opportunities for density increases. Incorporate density bonus program into City's Zoning Ordinance.	Department budget as necessary.	Planning Department	Revise Zone Code by end of 1992

TABLE 25
HOUSING PROGRAM SUMMARY
(continued)

HOUSING PROGRAM	PROGRAM OBJECTIVE	5-YEAR GOAL (# UNITS) TO BE ASSISTED	FUNDING SOURCE	RESPONSIBLE AGENCY	TIME FRAME
11. Land Assemblage and Write-Down	Assemble property and extend write-down grants for the provision of low and moderate income housing.	Facilitate development of 100 dwelling units affordable to low income households.	Redevelopment Set-Aside.	Planning and Redevelopment Departments	By 1996
12. Senior Housing Development Incentives	Facilitate development of affordable senior housing.	Continue to provide development incentives for senior housing.	Department budget as necessary.	Planning Department	Ongoing
13. Shared Equity/Downpayment Assistance	Expand homeownership opportunities through creation of equity partnerships.	Establish program guidelines and set up a shared equity program in La Mesa.	Redevelopment Set-Aside	Planning and Redevelopment Departments	Establish program by end of 1993.
14. Non-Profit Housing Development Corporation	Provide expanded affordable housing opportunities in La Mesa.	Coordinate with non-profit groups to encourage affordable housing development. Solicit the participation of non-profit housing developers in City sponsored housing projects.	None necessary	Planning and Redevelopment Departments	Ongoing
REMOVE GOVERNMENTAL CONSTRAINTS					
15. Zoning Ordinance	Ensure City standards are not excessive and do not unnecessarily constrain affordable housing.	Revise Zoning Ordinance as necessary to comply with General Plan.	Department Budget	Planning Department	By end of 1992
16. Development Fees	Provide flexibility in development fees to facilitate affordable housing.	Offer reduced fees for provision of affordable and senior housing.	Department Budget	Planning Department	Ongoing

TABLE 25
HOUSING PROGRAM SUMMARY
 (continued)

HOUSING PROGRAM	PROGRAM OBJECTIVE	5-YEAR GOAL (# UNITS) TO BE ASSISTED	FUNDING SOURCE	RESPONSIBLE AGENCY	TIME FRAME
EQUAL HOUSING OPPORTUNITY					
17. Fair Housing	Affirm a positive action posture which will assure unrestricted access to housing.	Continue to support Heartland Human Relations to provide fair housing services and assist in program outreach.	CDBG	Planning Department; Heartland Human Relations	Ongoing
<u>SUMMARY OF 5 YEAR GOALS</u> TOTAL UNITS TO BE CONSTRUCTED: 1,406 (Regional Housing Need) TOTAL UNITS TO BE REHABILITATED: 195 (CDBG Rehab Programs) TOTAL UNITS TO BE CONSERVED: 341 (Rent subsidies, senior shared housing)					

**CITY OF LA MESA
HOUSING ELEMENT AMENDMENT
TO ADDRESS SB 1019**

Housing element legislation passed in 1991 (SB 1019) now requires quantified housing element goals to be established by income category. The quantified goals now have to establish the maximum number of housing units by income category that can be constructed, rehabilitated, and conserved during the five-year housing element period. (Government Code Section 65583 (b)(2)).

In response to this requirement, the 5 Year Housing Goals established in the La Mesa Housing Element (Page VI-38) have been disaggregated by income category. In addition, the housing conservation goal now includes conservation of the 218 Murray Manor project.

The following are the revised 1991-1996 La Mesa Housing Element Goals, and will be incorporated on page VI-38 of the Element:

HOUSING GOAL	INCOME CATEGORY				
	Total	Very Low	Low	Mod	Upper
Housing Construction (Regional Housing Need)	1,406	323	239	295	549
Housing Rehabilitation ¹	195	52	47	44	52
Housing Conservation (Rent Subsidies, Senior Shared Housing, ² Murray Manor ³	559	420	139		

¹ Income distribution for rehabilitation goals based on recent rehabilitation loan activity in the City.

² Assumes half the shared housing matches are low income and half are very low income.

³ Assumes that half of Murray Manor is occupied by low income tenants, and that half is occupied by very low income tenants.

VII. PRESERVATION OF ASSISTED HOUSING

This report amends the La Mesa General Plan Housing Element adopted on September 10, 1991. The purpose of this amendment is to bring the Housing Element into compliance with a recent amendment of housing element law, codified in Government Code Section 65583. Under this law, jurisdictions must evaluate the potential for currently rent restricted low-income housing units to convert to non-low income housing and propose programs to preserve or replace those units.

Consistent with State requirements, this report includes the following parts:

1. An inventory of restricted low income housing projects in the City and their potential for conversion;
2. An analysis of the costs of preserving and/or replacing the units "at risk";
3. Quantified objectives for the number of "at-risk" units to be preserved;
4. An analysis of the organizational and financial resources available for preserving and/or replacing the units "at risk";
5. Programs for preserving the "at-risk" units.

INVENTORY OF UNITS AT RISK

This section identifies all of the low income housing units in the City of La Mesa that are at risk of converting to non-low income housing uses between July 1, 1991 and July 1, 2001, and evaluates the likelihood of conversion.

This inventory includes all multi-family rental units assisted under federal, state, and/or local programs, including HUD programs, state and local bond programs, redevelopment programs, and local in-lieu fee, inclusionary, density bonus, or direct assistance programs. The inventory covers all units that are eligible to convert to non-low income housing uses due to termination of subsidy contract, mortgage prepayment, or expiring use restrictions. This inventory was compiled by interviews with City staff, the County Housing Authority, HUD, and review of "Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion" (California Housing Partnership Corporation), and "The Use of Housing Revenue Bond Proceeds - 1990" (California Debt Advisory Commission).

Description of Units at Risk

Table 1 shows the name, location, type of government-assistance, type of affordability controls, and other pertinent information of all government-assisted projects within the City of La Mesa that are at risk of conversion before July 1, 2001. The City has three assisted housing projects in its jurisdiction.

The Springs is a 129 unit low income senior project with an underlying CHFA mortgage not due to expire until the year 2018.

Guava Gardens is an 81 unit senior project granted a density bonus by the City in exchange for reserving 20 units as low income and 41 units as moderate income. The affordability controls on these restricted units are bound by a development agreement which runs in perpetuity with the life of the project's Specific Plan. In the unlikely event the Specific Plan is abolished by Council, Guava Gardens would be required to meet the development and parking requirements of the underlying single-family zone, thereby necessitating substantial remodeling and investment.

The third assisted housing project in La Mesa - Murray Manor, a 218 family housing project - is the only project at risk of potential conversion to market rate between 1991 and 2001. The underlying mortgage on this project is funded through a HUD Section 236(j)(1) low interest loan with a final endorsement date of December 1971. The Section 236 loan provided a 40-year mortgage with a 20-year prepayment option. Under the prepayment option, the owner is eligible to prepay the loan in December 1991, which would effectively remove the rent subsidy for the low income tenants.

In addition to the Section 236 loan, Murray Manor has contracts for 87 Section 8 certificates. Section 8 certificates provide additional rent subsidies to low income tenants. Under the Section 8 certificate program, HUD pays owners the difference between what tenants can pay (defined as 30 percent of household income) and what HUD estimates to be Fair Market Rent on the unit. These Section 8 contracts are due to expire in May 1995, and may be renewed for an additional five years after that time.

Conversion Potential

Murray Manor is currently being processed by HUD pursuant to interim provisions of the Emergency Low-Income Housing Preservation Act (ELIHPA, or Title II of the Housing and Community Development Act of 1987). Under ELIHPA (subsequently replaced by LIHPRHA - the Low Income Housing Preservation and Resident Homeownership Act of 1990), owners of prepayment eligible projects can choose to retain project ownership in exchange for financial

TABLE 1
CITY OF LA MESA
UNITS AT RISK OF CONVERSION

Proj. Name Address (incl. zip)	Owner: Name, Address	Type(s) of Gov't Assistance	Type/Length of Affordability Controls (including Sec. 8)	Earliest Potential Conversion Date(s)	# of Units Subject to Conversion	Total # of Units in Project	Tenant Type ((i.e. Elderly, Family)	Bedroom Mix	Date Built	Condition
Murray Manor 5700 Cowles Mtn. Blvd. La Mesa, CA 92042	Murray Manor Holding 1855 First Avenue 30 San Diego, CA 92101	HUD Section 236(j)(1)	40 year mortgage - 20 year prepayment option	12/16/91	218	218	Family	98 1- bdrm 114 2- bdrm 6 non- revenue	12/71	Good
		Section 8		5/31/95	(87)	(87)				
The Springs 8070 Orange Ave. La Mesa, CA 91941	Forest City Dillion, Inc. 11611 San Vicente Blvd. Ste. 740 Los Angeles, CA 90040	CHFA Sec. 8	Development Agreement Recorded w/ property	11/27/2018	129	129	Elderly/ Handicapped	1-bdrm	7/28/81	Good
Guava Gardens 5041 Guava Ave. La Mesa, CA 91941	470-112-25 Smith, Alexandre Tr. 2691 Ocean Front Walk San Diego, CA 92109	Density Bonus Section 8	Development Agreement/ Specific Plan with indefinite length of time	Only after Public Hearing to abolish Specific Plan	81	81 - 20-low income 41-mod income 20-unre- stricted	Elderly (8-Handi- capped)	42-studio 39 - 1- bdrm	1985	Good

incentives, or sell their properties under a voluntary sale program. Where owners choose to sell, tenants, nonprofit organizations and governmental agencies are provided with an exclusive 12-month negotiating period. Prepayment and conversion of the housing to non-low income use can only occur if there is no willing buyer to purchase a project.

More specifically, ELIHPA provides the owners of eligible projects an opportunity to receive additional federal incentives for projects, enabling them to raise rents and refinance a portion of their equity, while extending low income use restrictions for 20 years. The difference between the tenants' portion of the rent (30 percent of income) and market rent is covered by a Section 8 rent contract for very low income tenants.

The owners of Murray Manor filed a Plan of Action with HUD on September 4, 1991 to take advantage of the incentives provided under ELIPHA to extend the low income affordability restrictions on the project for an additional 20 years. Under the Plan of Action, the current project owners will retain ownership and will use a HUD 241(f) loan as an equity take-out loan. Discussions with HUD indicate they are in the process of reviewing the project's Plan of Action for deficiencies, and will provide the project owners a comment letter by the end of January (1992) identifying any necessary changes to the Plan. Subsequent to any necessary modifications, HUD will grant preliminary approval and the Plan will be provided to project tenants for a 60 day comment period. Following the close of the comment period and incorporation of responses to any tenant comments in the Plan, HUD will grant approval for the specified additional incentives. HUD estimates this entire process will take approximately one year from January 1992.

COST ANALYSIS

While Murray Manor is currently being processed under ELIHPA to extend the low income use restrictions for an additional 20 years, as the Plan of Action has not yet received final approval from HUD, the Housing Element is still required to evaluate project preservation and replacement costs. The following section analyzes and compares the costs of acquiring the "at risk" project versus the cost of building replacement units.

Acquisition and Preservation Cost

A property value appraisal was recently conducted of Murray Manor as part of its ELIHPA application. The appraisal indicated a total assessed project value of \$11,000,000, including \$4,360,000 in land value. No significant rehabilitation improvements were identified as necessary by HUD, and thus near term rehabilitation costs are considered negligible.

Under ELIHPA, HUD will provide mortgage loan insurance on acquisition loans for up to 95 percent of the equity to project purchasers. If, theoretically, Murray Manor was sold to a qualified non-profit prior to extending the 20 year mortgage with the current owners, a downpayment of \$550,000 would be required.

Given the good condition and relatively young age of Murray Manor, project maintenance costs are likely to be low. Therefore, it is assumed that rental income and HUD Section 8 subsidies will defray monthly mortgage and maintenance costs.

Replacement Costs

As Murray Manor is subject to provisions of federal law which restrict prepayment, the project will be preserved as low income and not require replacement. Nonetheless, as a means of illustrating the cost- effectiveness of preservation, the following analysis estimates the cost of replacing the Murray Manor project.

The cost of developing new housing depends on a variety of factors such as density, size of units, location and related land costs, and type of construction. In general, land costs in Southern California are quite high. The costs provided in Table 2 reflect a variety of projects, ranging in size from two to five bedrooms and in density from 12 to 25 dwelling units per acre. While the estimates are not specifically tailored to the cost of replacing the units at risk in La Mesa, they provide an order of magnitude reference for estimating these costs.

**TABLE 2
UNITS AT RISK REPLACEMENT COSTS**

Cost Category	Per Unit Cost Range	Average
Land Costs	\$20 - 30,000/du	\$25,000
Construction Costs	\$50 - 70,000/du	\$60,000
Other (Financing, Architectural, etc.)	\$ 7,000 - \$10,000	\$8,500
	-----	-----
TOTAL	\$77,000 - \$110,000	\$93,500

Murray Manor consists of 218 units - 98 one bedroom and 120 two bedroom. Using an average of the cost estimates provided above, it would cost an

estimated \$18,538,500 to replace the units at Murray Manor, requiring a minimum downpayment of \$1,853,800. Not only is this amount substantially higher than the \$11,000,000 preservation cost and related \$550,000 downpayment, but given the lack of vacant land suitable for residential development in La Mesa, location of a site suitable for replacement housing would be difficult.

RESOURCES FOR PRESERVATION

The types of resources available for preserving units at risk fall into two categories: a) entities with the interest and ability to purchase and/or manage units at risk, and b) financial resources available to purchase existing units or develop replacement units. This section examines these two types of resources in the City of La Mesa.

Public Agencies and Nonprofit Corporations

The owners of Murray Manor intend to retain ownership and maintain low income use restrictions for an additional 20 years. However, as the Plan of Action has not received final approval from HUD, the following agencies and nonprofit corporations could potentially take over project ownership if negotiations between HUD and current project owners were unsuccessful.

Several public and non-profit agencies in San Diego County have expressed an interest in purchasing and or managing at-risk, low income housing projects in the area. Among these are the Civic Center Barrio Housing Corporation in Santa Ana; the MAAC Project in National City; San Diego Interfaith Housing; and, the San Diego County Department of Housing and Community Development. Information about the nature of these organizations is provided below.

Civic Center Barrio Housing Corporation: This non-profit housing corporation has been operating in the Orange County for 16 years and has recently been expanding its work into San Diego County. Barrio Corporation owns and operates just under 100 housing units in the County of Orange and is in the process of developing a 28-unit project in San Diego County (Chula Vista). Barrio Corporation has expressed a strong interest in purchasing and managing units at risk in Santee.

MAAC Project: The MAAC Project is a multi-purpose social services agency with an annual budget of \$5 million. During the last seven years, the agency has become involved in minor residential rehabilitation projects and is currently developing a 150-unit low-income project in the City of San Diego. MAAC Project staff have been

contacted and have expressed interest in becoming involved in purchasing and/or managing units at risk in Santee.

San Diego Interfaith Housing: Founded in 1968, San Diego Interfaith Housing Foundation is a tax-exempt, charitable foundation organized by churches interested in addressing the housing needs of low and moderate income families, the elderly, and handicapped persons. Interfaith Housing owns and manages three Section 8 projects totaling 232 units as well as a 90-unit project funded through the State Rental Housing Construction Program and tax credits. Approximately 85 percent of the tenants of these projects are low-income.

San Diego Interfaith has an annual operating budget of approximately \$150,000 and has nearly \$10 million in real property assets. The organization is eager to participate in joint partnerships with local jurisdictions to purchase and manage units at risk.

San Diego County Department of Housing and Community Development: The San Diego Department of Housing and Community Development serves as the local Housing Authority and currently operates over 2,000 Section 8 housing units and has developed, or is in the process of developing, housing projects totaling approximately 200 units; the department currently owns 83 housing units. The Department has expressed an interest in purchasing and managing units which would otherwise lose their subsidized status. However, the Housing Authority does not currently have any funds reserved for this purpose, and is reliant on funding from HUD and local matching assistance.

Public Financing/Subsidies

HUD funds will be provided under ELIHPA for preservation of the Murray Manor project. While the City does not currently have additional resources to contribute towards preservation incentives, redevelopment set-aside and CDBG monies could potentially become available in the future for this purpose.

HUD Funds: Under ELIHPA, HUD will provide the owners of Murray Manor with incentives which enable them to raise rents and refinance a portion of their equity, while extending low income use restrictions for 20 years. The difference between the tenant's portion of the rent and market rent will be covered by Section 8 contracts. Should a nonprofit instead take ownership of the project, the following HUD incentives would be offered:

- Mortgage insurance for acquisition loans for 95 percent of equity.

- Project-based Section 8 contracts, with HUD-subsidized rents set at levels high enough to provide an 8 percent return to owners who retain the project or to cover debt service on an acquisition loan for new purchasers;
- Grants to non-profit buyers that would fill any gap between fair market rent or local market rent (whichever is higher) and allowable rents; and,

Redevelopment Set-Aside: State law requires redevelopment agencies to set aside at least 20 percent of tax increment revenues for increasing and improving the community's supply of low and moderate income housing, unless certain findings are made to exempt a project from the requirement. At the close of 1991, the City of La Mesa Redevelopment Agency had accumulated a set-aside balance totaling approximately \$700,000. The Agency anticipates an annual contribution of approximately \$176,000 during the five year period of the Housing Element, resulting in a total of \$1.4 million in the set-aside fund by the end of 1994. The Agency is in the process of negotiating with CalTrans for purchase of a site on Campina Drive, and intends to provide a land write-down combined with other development incentives for a private developer to construct up to 50 units of affordable rental housing. While the project specifics are currently under negotiation, the Agency intends to utilize the majority, if not all, of the set-aside fund to facilitate the proposed development.

CDBG: Through the Community Development Block Grant (CDBG) program, HUD provides grants and loans to local governments for funding a wide range of community development activities. La Mesa's annual allotment is approximately \$450,000, of which \$100,000 is allocated towards housing rehabilitation programs. Should the need arise to use these funds for housing preservation in the future, a portion of the City's annual CDBG allotment could potentially be redirected.

General Revenues: The City does not currently fund housing programs out of general revenue funds and, consequently, does not have any general revenue funds set aside for housing.

QUANTIFIED OBJECTIVES

The City's objective is to preserve all 218 federally-assisted housing units that are eligible for conversion to non-low-income housing during this five year Housing Element period.

PROGRAMS FOR PRESERVATION

All of the units at risk in the City of La Mesa during the next ten years are within the Murray Manor project, and will be preserved as low income under ELIHPA. The following policy and programs thus focus on monitoring the status of Murray Manor and establishing contact with priority purchasers for projects at risk of conversion in the future.

Policies

Policy 1: Attempt to preserve restricted low income housing in the City that is at risk of converting to non low income housing by monitoring the prepayment status of projects, and identifying financial and organizational resources available to preserve these units.

Programs

1. **Monitor Units at Risk:** Keep in regular contact with the owners of Murray Manor and HUD representatives to determine the status of approval for HUD incentives. Submit comments to HUD for consideration regarding the conditions of approval on the project's Plan of Action, and continue to inform tenants of the project's status.

Timeframe: Ongoing.

Responsible Department: Planning Department.

Funding Source: Department Budget.

2. **Work with Potential Priority Purchasers:** Establish contact with public and non-profit agencies interested in purchasing and/or managing units at risk to inform them of the status of at-risk projects. Where feasible, provide technical assistance to these organizations with respect to financing.

Timeframe: Ongoing.

Responsible Department: Planning Department.

Funding Source: Department Budget.

NOV 13 1994

UNIVERSITY OF CALIFORNIA

Noise

La Mesa - 2010

*A city that is a quiet and safe place to live, work,
play or go to school.*

In response to the potential for significant impacts from stationary and mobile noise sources in urban environments, the requirement for a Noise Element was added to the State of California's list of required elements for a complete General Plan. Jurisdictions must analyze the local noise environment created by streets and highways, railroads, airports, industrial facilities and any other local sources of noise. A noise contour map, showing the degree of existing and projected noise exposure within the community, must be included. Areas impacted by existing noise sources are indicated on Maps 40 & 41 in the Map Book.

The noise contour map assists in analyzing decisions regarding the placement of noise sensitive land uses such as residences, schools, hospitals and libraries. Where noise sensitive uses (e.g. residential development) are proposed in areas exposed to high noise levels, the Noise Element outlines policies and noise attenuating measures, including building placement, type of construction and materials selection.

A consulting firm was retained by the city to prepare the background section and goals and policies section of the Noise Element. The primary finding about the noise environment is that street and highway traffic is and will continue to be the primary source of intrusive noise in the city. Residential development throughout the city is impacted by traffic noise. The trolley is a second source of noise but is less of an impact than traffic noise from the freeways and major streets. Noise generated by industrial areas and noise related to aircraft operations are not significant sources of noise in the City.

GOAL

1. To minimize the impacts of noise impacts on the community by identifying sources and providing appropriate mitigation features.

Policies

1. The City will take measures to control noise at it's source to maintain existing noise levels. Noise impacts will not be allowed to exceed acceptable levels as established in the Noise and Land Use Compatibility Guidelines of this element (see Table AY in the Background Report).
2. All new projects will be required to meet acceptable exterior noise level standards, and to provide mitigation measures necessary to reduce interior noise levels within adjacent or impacted land uses.
3. Where economically and aesthetically feasible, the City will encourage measures to reduce outdoor noise levels in existing residential areas so that noise does not exceed an average interior noise level (Ldn) of 45 Db for residential uses.
4. School, hospitals, libraries, churches, convalescent homes, and other noise sensitive uses will be protected from noise levels exceeding those allowed in residential areas.
5. To assist in achieving accepted noise levels, the City may limit truck traffic in residential and commercial areas to designated truck routes.
6. The City will attempt to maintain limited traffic volumes on local and collector streets in residential areas to ensure acceptable noise levels within adjacent residences.
7. Where feasible, the City will design street improvements to reduce noise levels in adjacent areas.
8. The City will encourage other agencies to reduce noise levels generated by roadway, railways, airports and other facilities.

Objectives

1. The Community Development Department will periodically review the standards shown in the Noise Ordinance to insure their conformity with the recommended standards of this element.

2. The City will develop a program designed to continually assess noise levels on major City streets using traffic projections and noise monitoring.
 3. The Public Works Department will periodically review and update the designated truck routes within the City.
 4. The Community Development Department will develop a format to be used for all required noise studies which are part of the environmental assessment for future projects. These studies will include an analysis of alternative mitigations and a monitoring program for the effectiveness of the mitigations following their implementation.
- of new freeways, as well as for noise impacts from freeway traffic.

Noise Programs

1. Source Identification

The Community Development Department will continue to use noise guidelines and contours to determine the need for noise studies, and require new developments to pay for noise attenuation feature as a condition of approving new projects.

2. Enforcement

The Police Department will continue to enforce the noise emissions standards for various noise emitting land uses established in the City's Noise Ordinance.

3. Preventive Site Design

As part of the development review process, the Community Development Department will continue to locate noise sensitive uses away from significant noise sources whenever possible, unless mitigation measures are included in development plans. Said mitigation measures may include soundwalls, earth berms, setback and other noise reduction techniques as condition of development approval.

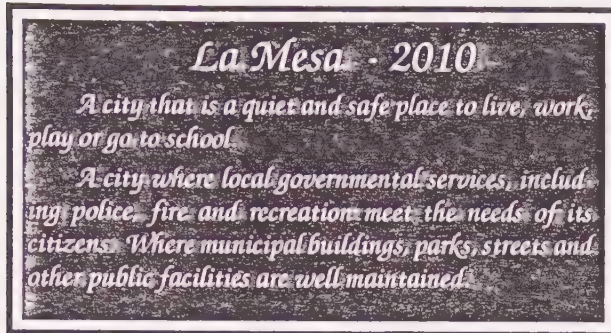
4. Regional Cooperation

The City will continue to work with the County Airport Land Use Commission, State Office of Noise Control, Metropolitan Transit Development Board, CALTRANS and other agencies to reduce noise generated from mobile sources outside the City's jurisdiction.

5. Freeway Mitigation

The City will continue to negotiate with CALTRANS for the installation of noise attenuating sound barriers or other methods to reduce freeway related impacts on La Mesa. Noise mitigation measures are needed for freeway construction activities and increased traffic on City streets as a result

SAFETY ELEMENT



A Safety Element is one of the seven General Plan Elements mandated by State law. The purpose of the Safety Element is to incorporate safety considerations into the planning process in order to minimize the impact on the community of hazardous conditions or emergency situations. The following are the identified areas of concern addressed in this element: Fire Safety, Geologic Hazard, Seismic Safety, Flood Hazard, Hazardous Material Exposure, Disaster Preparedness and Citizen Safety. Some policies and programs are reiterated or expanded upon in the Public Services and Facilities Element.

GOALS

1. To protect the public from both natural hazards and hazards created by human activities.
2. To eliminate hazard wherever possible. Where hazard can not be eliminated, it shall be mitigated through anticipation, preparation and regulation.

Fire Safety

La Mesa is almost entirely built out; therefore, concern for fire safety is centered on the City's many structures. Fire safety inspection programs help reduce fire hazard in commercial areas, but an ongoing public education program is needed to reduce fire risk in residential structures.

Policy:

1. The City of La Mesa shall continue or initiate programs which will prevent the occurrence

of fire, or mitigate the impact of fires which do occur.

Objective:

1. Chapter 11 of the La Mesa Municipal Code sets forth design regulations and standards related to fire safety. The Fire Department shall periodically review Chapter 11 and amend it as warranted to effectively regulate new conditions, materials and land uses.

Geologic Hazard

The predominate soil types in La Mesa exhibit shrink/swell behavior, are erosive and are relatively impermeable. Hazards created by this geologic condition must be considered when the City reviews new development proposals.

Policy:

2. The City of La Mesa will attempt to mitigate unstable soil conditions through a combination of respect for natural processes and applied technological solutions.

Objective:

2. Chapter 14 of the La Mesa Municipal Code sets forth the regulations and standards related to soils investigation and grading. Periodically Chapter 14 shall be reviewed by the Planning Department and amended as warranted to incorporate soil hazard abatement criteria.

Seismic Safety

Although there are no identified earthquake faults in La Mesa, the City must be prepared for seismic shocks from faults in the San Diego region.

Policy:

3. The City of La Mesa will attempt to anticipate and prepare for damage caused by seismic activity through programs designed to make effective use of City resources.

Objectives:

3. All City structures necessary for the effective response to a seismic disaster shall be improved to withstand the effects of the maximum probable earthquake.
4. In anticipation of possible State regulations concerning unreinforced masonry buildings, the Building Department shall prepare and maintain an inventory of all such buildings in the City. Owners of unreinforced masonry buildings shall be encouraged to upgrade their properties to ensure seismic safety.
5. The Building Department shall develop a system for identifying places of public assembly or for storage of hazardous materials which may need upgrading to withstand a seismic shock. Property owners and occupants shall be encouraged to make improvements which would ensure structural integrity in the event of an earthquake.

Flood Hazard

Flood hazard in La Mesa is primarily the result of inadequate drainage and flood control facilities in a few areas of the city. In these areas, storm water concentrates to levels that exceed the capacity of existing facilities. Redevelopment activity along Alvarado Creek will include flood control improvements which will remove a significant portion of the City's exposure to flood hazards. The City must still be aware of those remaining areas subject to inundation when approving private development or public improvements.

Policy:

4. The City of La Mesa will take measures to manage flood hazards in an equitable and cost effective manner.

Objectives:

6. The City shall develop a program to collect flood control facility fees from all development which contribute runoff toward inadequate drainage facilities.
7. The Public Works Department shall create and implement a Storm Drain Improvement Program to solve drainage problems in developed areas.

Hazardous Materials

The City of La Mesa is sensitive to the risks involved with hazardous materials stored in or transported through the City. The City is also aware of its obligations under State Law to protect its citizens from hazardous materials while providing reasonable methods for the management of hazardous materials through the proper use, storage and disposal. Policies and ordinances will continue to change to provide reasonable guidelines for businesses which use potentially hazardous materials.

In response to State mandate, the City participated in a regional effort coordinated by the County of San Diego to prepare a Hazardous Waste Management Plan. This plan has been approved by the State Department of Health Services and has been adopted by the County of San Diego as a portion of its General Plan. This regional plan now provides the basis for local policies and ordinances dealing with hazardous waste.

The County's Hazardous Waste Management Plan is a valuable reference resource regarding hazardous waste management. Portions of the County's plan have been incorporated into the Background Report section of La Mesa's General Plan. A complete copy will be kept on file in the Community Development Department for public review. This portion of the Safety Element, and the related section of the Background Report, are considered the official Hazardous Waste Management Plan for the City of La Mesa.

In addition to the Hazardous Waste Management Plan, the City is required to specifically address methods used for handling household hazardous waste as required by AB 939. The City has adopted a Household Hazardous Waste Element as part of its Integrated Waste Management Plan, which provides the background and support data for the related policies in this element of the General Plan.

Policies:

5. The City of La Mesa will cooperate with regional efforts to establish a system for managing hazardous materials, including wastes, to protect public health safety and welfare, while maintaining the economic viability of the City and the San Diego region.
6. The City will ensure that an accurate information system is established to monitor hazardous materials which are generated, handled,

stored, treated and transported within La Mesa.

7. The City will confine the storage of large quantities of hazardous materials used in commercial or industrial activities to appropriate areas of the City as designated in the Land Use Element and confirmed by a public review process.
8. The City will allow the continued usage of potentially hazardous materials typically found in service commercial activities (i.e. dry cleaning fluids, automobile fuels etc.) in commercial developments approved through the City's use permit process as outlined in the Zoning Ordinance.
9. The City will implement the programs outlined in the Household Hazardous Waste Element of the City's Integrated Waste Management Plan.
10. The City will support programs which will encourage businesses to use alternatives to hazardous materials or reduce the creation of hazardous waste, thereby addressing the long-term management of these materials through minimization.
11. The City will support and use the hazardous waste facility siting criteria contained in the County of San Diego's Hazardous Waste Management Plan.

Objectives:

8. The Community Development Department will make appropriate changes to the Zoning Ordinance establishing the criteria for collecting, transporting, treating and storing potentially hazardous materials.
9. The Fire Department, Public Works Department and the Community Services Department will review City operations involving hazardous materials. Wherever possible the hazardous materials will be eliminated through substitution or changes in procedures. The program shall also include provisions for monitoring City compliance with appropriate handling and disposal procedures.
10. The Community Services Department will develop public education programs as a means of source reduction, recycling and preventing accidents involving hazardous materials and waste.

Disaster Preparedness

Should a manmade or natural disaster strike, the City of La Mesa wishes to be prepared. Effective use of City resources through advance planning is recognized as the best means toward achieving adequate preparation.

Policy:

12. The City will be prepared for disastrous events through advance planning and the regular conducting of simulation exercises.

Citizen Safety

The City of La Mesa recognizes its geographic location as part of the larger San Diego metropolitan area. As a result, residents and businesses may be affected by undesirable elements from both inside and outside the City Limits. Of particular concern are drug, "gang" and other crime related activities which could threaten the peaceful living environment desired for La Mesa. The City will take all reasonable steps to protect the community from criminal activity.

Policy:

13. The City will maintain public safety services at levels necessary to protect its citizens.
14. The La Mesa Police Department will continue to participate in cooperative activities with area law enforcement agencies as a means of combating regional or subregional crime activities.

SAFETY PROGRAMS

Fire Safety

1. Fire Prevention

The Fire Department has a Fire Prevention Office which performs the following functions:

A. Reviews all proposals for new development for compliance with Chapter 11 of the La Mesa Municipal Code.

B. Conducts annual inspections of multiple family residential, commercial and industrial structures. Structures with a higher degree of risk due to the type of construction or type of occupancy shall be inspected more frequently.

C. Develops and maintains public education programs on fire safety in an effort to reach residents and business owners in the City.

2. Code Compliance

The Community Development Department has an impact on fire safety through its code compliance efforts. Activities such as development review, building inspection and zoning code compliance activities combine with Fire Department activities to create a safer community.

3. Landscape Buffers

Fire safety in developed areas shall be increased through a program of plant materials management, including weed abatement on vacant land, and the replacement of flammable vegetation with less flammable plant materials.

4. Fire Service

The most traditional fire safety program is the maintenance of a system of fire stations capable of responding promptly to emergencies. The City has been able to maintain fire services at a level comparable to the Insurance Service Office (ISO) level 2.

Geologic Hazard

6. Grading Permits

Grading permits shall continue to be required as outlined in the La Mesa Municipal Code.

7. Hazard Identification

The Building Division shall continue to maintain a map of identified soil hazard areas.

8. Preventive Site Design

The Planning Division shall continue to apply principles of good site design and Zoning Ordinance provisions to minimize grading on properties with slopes greater than 25%.

Seismic Safety

9. Preparedness Program

The City of La Mesa shall undertake a program of earthquake preparedness as a component of its disaster response program.

10. Public Education

The City shall expand its public education efforts in the area of earthquake preparedness in an effort to reach all residents and businesses in the City.

11. Code Compliance

The City shall continue to adopt the most recent editions of the Uniform Building Code, Uniform Plumbing Code and the National Electrical Code to apply the most current safety standards to buildings within the City.

Flood Hazard

12. Hazard Identification

The Public Works Department and the Community Development Department shall continue to maintain maps which delineate those areas of the City subject to inundation, and develop programs to reduce flooding hazards to residents and property.

13. Insurance

The City shall continue to participate in the Federal Flood Insurance Program.

Hazardous Materials

14. Household Hazardous Waste Collection

The City will continue to sponsor periodic Household Hazardous Waste Collection events as a means of assisting La Mesa residents in the proper disposal of household hazardous waste.

15. Regional Responsibility

To satisfy the demands of the Tanner Bill and AB 939, the City has spent a considerable amount of staff time working with other public agencies in the region to develop the regional Hazardous Waste Management Plan and the Integrated Waste Management Plan. This cooperative effort will continue during the implementation of these plans.

16. Business Regulation

The City currently regulates businesses which use reportable quantities of hazardous materials through controls in processing business licenses and site plan review. These procedures which involve the Community Development Department, the Fire Department and the Finance Department will be continued.

Disaster Preparedness

17. Response Program

The City shall continue to review and update as necessary a disaster response program.

18. Preparedness Exercises

Disaster response simulation exercises shall be performed annually to assess the adequacy of the disaster response program. Simulation exercises

shall involve City personnel with designated disaster response responsibilities.

Citizen Safety

19. Safety Staffing

The City of La Mesa will continue to promote citizen safety through the support of public education programs that emphasize crime prevention, public awareness and safety. This will include programs with police staff trained in public safety and crime prevention, as well as a coordinated interdisciplinary approach involving the Fire Department, Public Works, Community Services and Community Development.

20. Special Financing

The City shall investigate the formation of special assessment districts to provide higher levels of fire and/or police services should La Mesa residents be willing to pay for them.

21. Code Compliance

As with code compliance programs which deal with fire and seismic safety issues, the Community Development Department has Building Inspection and Zoning Code Compliance programs which help insure citizen safety. These programs encourage the maintenance of properties and structures which are free from blight and unsafe conditions.

22. Development Review

The Development Advisory Board will combine public safety considerations with desirable urban design features when reviewing new development.

Safety

A Safety Element is one of seven elements mandated by state law for inclusion in the General Plan. The Safety Element identifies hazards within the community and contains policies designed to mitigate the risk to the public. Areas of concern include hazards associated with seismic activities, flooding, fire, unstable soils and other natural or manmade hazard.

In 1973 the State Division of Mines and Geology published "Bulletin 198, An Urban Geology Master Plan." This report examines geologic hazard throughout the state and makes recommendations on mitigation measures. Topics include earthquake hazard, flooding, loss of mineral resources, landslide and other soil related hazards. Bulletin 198 provides general background information for portions of this section addressing geologic hazard.

Safety issues for La Mesa are flood control, unstable soils, seismic hazard, fire hazard and disaster preparedness. The following section will address safety issues relevant to the city. Existing conditions are described as well as current policy related to risk management.

Findings

1. *The Alvarado, Chollas and Spring Valley Creeks flow through and around La Mesa. Their flows have been mapped for the 100 year flood. Areas within the 100 year flood plain of these creeks have levels of protection which vary from none to complete.*
2. *Large portions of La Mesa are underlain by sedimentary rock. This rock type is inherently susceptible to slope failure.*
3. *La Mesa is subject to seismic activity from various fault systems located within San Diego County. The Uniform Building Code has placed La Mesa in Zone 4 for purposes of determining the structural requirements of buildings for earthquake safety.*

4. *Open, undeveloped, canyons, pose the biggest threat to fire safety in La Mesa.*

Flood Control

Protection from flooding is an important responsibility of all levels of government. Elimination of the threat to public safety and the protection of property result from the comprehensive management of flood prone areas. Flood protection strategies range from structural control facilities confining flood water to a channel, to land use regulations which limit development in flood hazard areas. A flood management program responds to flood hazard utilizing cost effective strategies appropriate to the magnitude of the existing problem.

Unlike other parts of the United States, which cope with an annual spring runoff, in San Diego County storm runoff is the primary source of flood hazard. Runoff from each storm episode increases relative to total precipitation. Other factors influencing the amount of runoff include soil type, soil saturation, land cover, and slope of the drainage basin. Duration of the storm episode also influences runoff. The same measure of rainfall can be a gentle shower or the 100-year flood depending on whether it falls over the course of the day or all in an hour.

Flood hazard planning uses the concept of the 100-year flood. Analysis of drainage basin size, slope, and type of land cover determine the amount of runoff resulting from precipitation totals. The 100-year flood is the runoff from a storm with an expected occurrence rate of 1% in any year. This does not imply that no greater flood could ever occur or that such a flood could not happen more than once in 100 years. Only that in any year, the chances are 1 in 100 that a flood of this degree of severity could occur.

Since the 1970's, the Federal Flood Insurance Program has adopted the 100-year flood as an appropriate balance between inadequate and excessive flood hazard protection. The result has been that the 100-year flood has become a na-

tional standard for flood protection planning. Local agencies agree, as a condition of participation in the Flood Insurance Program, to use the 100-year flood for land use and facilities planning in flood impacted areas.

Local Conditions

In La Mesa, water courses providing drainage of storm runoff include Alvarado Creek, Chollas Creek and Spring Valley Creek. In the unincorporated portion of the Planning Area, Spring Valley Creek and other tributaries to the Sweetwater River provide drainage. All water courses within La Mesa and the Planning Area are tributary to larger regional drainage systems. Dry most of the year, during storm episodes they fill quickly with water.

Alvarado Creek

Alvarado Creek runs parallel to and south of Fletcher Parkway. Most of the area north of Interstate-8 is in the Alvarado Creek drainage basin. Alvarado Creek joins the San Diego River near the stadium in Mission Valley.

In 1974, the County of San Diego mapped the inundation area of the 100 year flood for the Alvarado Creek. Flood hazard and lack of flood control facilities are the primary causes of the underdeveloped and blighted conditions evident in this area. Formation of the Alvarado Creek Redevelopment Project Area provides the city with the means to solve the flooding problem. The goal of Alvarado Creek redevelopment is to revitalize this important and under-utilized section of the city. Redevelopment creates a funding mechanism for flood control improvements designed to accommodate the 100 year flood. Alleviation of flood hazard will allow efficient utilization of property in the Fletcher Parkway/Alvarado Creek corridor.

Chollas Creek

A branch of Chollas Creek runs parallel and south of University Avenue. The drainage basin includes the area south of El Cajon Boulevard, west of downtown and north of the ridgeline of Eastridge. Chollas Creek drains into San Diego Bay near the 32nd Street Naval Station.

Flooding of low-lying intersections along University during periods of heavy rainfall is a traffic safety hazard. Inadequate and undersized storm drains are responsible. Unlike Alvarado Creek, there is no funding mechanism to build the infrastructure needed to alleviate flood hazard along Chollas Creek.

Spring Valley Creek

A branch of Spring Valley Creek flows off the west slope of Mount Helix, along Bancroft Drive. Spring Valley Creek drains Mount Helix, Casa de Oro and Spring Valley and flows into the Sweetwater Reservoir.

Existing flood control improvements include a cobble-stone lined drainage channel dating back to the 1930's. Undergrinding of the drainage channel has occurred in some locations, the result of more recent development activities.

Response to Flood Hazard

Flood hazard in La Mesa is primarily the result of lack of adequate storm drain facilities. Rapid growth of the 1950s and 1960s occurred at a time when little attention was paid to the cumulative impacts. Areas developed without benefit of the requirements for drainage improvements in effect today. As a result, flood hazard mitigation planning must retrofit flood control facilities into a built up environment.

Response to flood hazard takes two basic forms. In areas where there is substantial existing improvements, construction of flood protective infrastructure is necessary. Structural flood control measures include flood water storage systems such as dams, reservoirs and retention basins and as well as channel improvements. Nonstructural measures include zoning and subdivision regulations, exclusion of uses in the floodway

and building code requirements. In undeveloped areas, land use regulation which steers development away from flood impacted areas are more cost effective.

Existing development is at risk throughout all the flood impacted areas in La Mesa. Along the Alvarado Creek commercial development and portions of the trailer parks south of Alvarado Road are at risk. Traffic hazard on Interstate-8 could result from flooding of Alvarado Creek. A mix of businesses and residential uses on University Avenue are affected by flooding within the Chollas Creek basin. Single family residential uses as well as Bancroft Drive and access to Highway 125 are located in the flood hazard area of Spring Valley Creek.

Flood hazard areas are identified on the General Plan and Zoning maps. See map 33 in the map book. Development of property within the "F" overlay zone designation must adhere to flood control regulations. All new development is required to be elevated above the level of the 100 year flood. New development, or substantial improvement of existing structures, requires construction of flood protection improvements. If actual construction of flood improvements is not practical, a bond must be posted to guarantee future construction. Recent construction of flood control facilities along the Alvarado Creek are the result of compliance with flood control regulations affecting new development. Future redevelopment along Alvarado Creek will provide additional flood control improvements.

Within the Chollas and Spring Valley Creek drainage basins there is less opportunity for funding of flood control facilities through new development. The established land use pattern leaves little land available for new construction or redevelopment. A program for funding of flood control facilities in the Chollas and Spring Valley Creek basins could take the form of a basin-wide or city-wide drainage improvement assessment district. An advantage of a basin-wide or city-wide approach is that contributory as well as impacted property owners share equally in the cost of the solution to flood hazard problems. While specific property owners would benefit from the elimination of hazard, the community would also benefit from more efficient utilization of property and increased property value.

Geologic Hazard

Soil

Bedrock is the foundation for the physical characteristics of the landscape. It is the soil, however, that supports the natural biologic environment as well as agriculture and the built environment. Consideration of the physical properties and limitations of the various soil types is important when planning for urban development. Failure to accommodate the limitations of a particular soil can have disastrous consequences. Soil hazard includes landslide and slumping, excessive erosions, and damage to foundations roads, and infrastructure.

Soils are the product of the weathering of the bedrock, topographic relief, decomposition of organic material, and climatic influences. Over thousands of years the interaction of these four factors produce soils which are unique to the area in which they are developed.

In 1973 the U.S. Department of Agriculture published a soil survey for the San Diego Area. Soils with similar characteristics were grouped together as a soil series. Fifty-four different soil series were identified, cataloged and mapped based on physical characteristics. The soil survey rates soils based on their resistance to erosion, runoff potential and shrink swell behavior, as well as fertility and suitability for homesites.

Local Soil Conditions

Most of La Mesa is underlain by soil of the Redding Series. Redding soils are derived from the sedimentary rock of the marine terraces. The Redding soil series is characterized as gravelly loam at the surface with a subsoil layer of gravelly clay. At a depth of approximately 30" an impervious clay hardpan layer can sometimes be found. Redding soils are of low fertility and are mild to strongly acidic. This soil type is a potential source of construction gravel.

Three other characteristics of Redding soils are significant in an urban setting. The first is the high degree shrink swell behavior. Because it contains relatively large amounts of clay, this soil expands when wetted and contracts as it

Table AU
SOILS

<u>SOIL NAME</u>	<u>BASE MATERIAL/ EXPANSIVENESS</u>	<u>EROSIVITY/ RUNOFF POTENTIAL</u>	<u>MINERAL RESOURCE FERTILITY</u>
Cieneba CmE2, CIE2, nE2	Igneous/ Low	Severe/ Medium	Decomposed Granite/ Low
Diablo DcF, DcD	Sedimentary/ High	Slight-Severe/ Very High	Unsuitable/ Medium High
Fallbrook FaC2, FaD2	Igneous/ Moderate	Severe/ High	Decomposed Granite/ Low
Friant FxE	Metamorphic/ Low	Severe/ Very High	Unsuitable/ Low
Huehero HrD2	Sedimentary/ High	Moderate/ Very High	Unsuitable/ Low Medium
Olivenhain OkC	Sedimentary/ High	Severe/ Very High	Gravel/ Low
Placentia PiC, PeC	Alluvial Deposits/ High	Severe/ Very High	Unsuitable/ Medium
Ramona RaB	Alluvial Deposits/ Moderate	Severe/ High	Unsuitable/ Medium
Redding Rhc, Rhe	Sedimentary/ High	Severe/ Very High	Gravel/ Low
Riverwash Rm	Alluvial Deposits/ Low	Severe/ Low	Sand & Gravel/ Low
Salinas ScA, ScB	Alluvial Deposits/ High	Slight/ High	Unsuitable/ High
Vista VvE	Igneous/ Low	Moderate/ Medium	Decomposed Granite/ Low

SOURCE: Soil Survey of the San Diego Area - U.S.D.A. Soil Conservation Service 1973

drys. Without adequate reinforcement buildings and infrastructure constructed on this soil have been warped or otherwise damaged.

Redding soils are highly erosive. Grading operations and land stripped of vegetation increase the erosion potential of the soil. The third factor which is significant in an urban setting is the high runoff potential characteristic of Redding soils. Clay content and the presence of an impervious hardpan layer limit water percolation and increase runoff. Runoff potential affects the size and configuration of flood control facilities.

There are at least 8 other soil series present in La Mesa and the planning area. Maps 34 through 38 shows their general locations and characteristics. Table AU on the following page summarizes information from the soil survey including runoff potential, resistance to erosion, and shrink/swell behavior.

Mitigating Soil Related Hazard

A variety of techniques are available to mitigated hazards related to soil. Identification of soil type through soil testing is important. Once the particular characteristic of a soil are known appropriate construction practices can be incorporated into development plans.

Chapter 70 of the Uniform Building Code contains basic regulations governing grading. Regulations include the requirement for a grading plan, the issuance of a permit and inspections during the work. A community can establish more stringent requirements as local conditions dictate. In 1974 the City Council adopted a Grading Ordinance which includes Chapter 70 with additional provisions which address concerns specific to La Mesa. Enforcement of the grading ordinance mitigates hazardous soil conditions.

Expansive soils can be addressed though special foundation construction techniques. Drainage directed away from the structure prevents moisture build-up near the foundation. Removal and replacement with recompacted non-expansive soil is another mitigation technique.

Slope Failure

Slope failure is the movement of soil and rock material down slope. Movement can be rapid as in a landslide or slowly creeping. A slope can become unstable by several techniques common to grading and land development. Removal of material from the bottom steepens the angle of the slope increasing instability. Adding fill at the top of the slope increases the weight the slope must carry. Water from septic tanks, gutter runoff, irrigation or diversion saturates the slope increasing instability.

Local Conditions

Large portions of La Mesa are underlain by sedimentary rock. This rock type is inherently more susceptible to slope failure. Different stability characteristics between layers of sedimentary rock create the possibility of instability, especially when the layering is parallel to the slope. As in-fill development moves into areas with steep slopes, hazard from slope failure increases.

Mitigation of Slope Failure Hazard

Hazard related to slope failure can be mitigated. Identification of slide prone areas is the first step. Development of areas identified as susceptible to slope failure should be avoided. Modern grading practices can incorporate slope stabilization techniques. Administration and enforcement of a comprehensive grading ordinance is the most important aspect of a slope failure hazard elimination program.

Seismic Safety

Living with earthquake hazard is a fact of life in California. In response, the state legislature over the years has enacted several pieces of legislation designed to reduce the degree of earthquake hazard experienced by citizens of California. For example, the Field Act, enacted as a result of the 1933 Long Beach earthquake, addresses the safety of public school buildings. Pre-Field Act schools throughout the State have been phased out or replaced as a result of this legislation.

Other legislation targets those areas with known hazard from identified faults. The Alquist-Priolo Special Studies Zones Act of 1972 requires identification by the State Geologist of active fault traces within California cities and counties. Along the traces of active faults, the Alquist-Priolo Act mandates the adoption of regulations designed to mitigate fault hazard.

Seismic hazard is not, however, confined only to those areas with identified faults. Effects of earthquakes are experienced miles from the active fault. In consideration of this, State law directs all cities and counties to address seismic safety within the Safety Element of the local General Plan. This section responds to the State planning law. It will examine regional seismic hazard based on published material, and evaluate La Mesa's position within the region.

The Faults

Several major active faults pass through the Southern California region. They are parallel, trend in a northwest/southeast direction, and display lateral or sideways movement. Although the San Andreas fault is the most notorious, all the lesser known faults are capable of producing damaging earthquakes. The degree of damage experienced region-wide would depend on the strength of the earthquake as well as location of the epicenter.

The following section describes the regional fault pattern. For each fault, the magnitude of the largest known earthquake is given. Also, the maximum probable magnitude is given, a figure based on research by geoscientists representing the worst case.

Table AV on the following pages compares the Richter scale magnitudes with the Modified Mercalli Intensity Scale. The Mercalli scale describes the intensity of an earthquake measured by the affects on people and structures. Map 39 shows the location of the region's major faults.

San Andreas

Over 650 miles long, the San Andreas fault runs northwest from the Gulf of California to north of San Francisco Bay. The fault trace in this region runs along the east side of the Salton Sea. The San

Andreas fault is the most studied as well as the most active fault in California. Geologists have identified lateral (sideways) movement of hundreds of miles. The San Andreas fault is the source of two large earthquakes in Northern California, in 1906 magnitude 8.3 and 1989 magnitude 7.1. In Southern California, the Desert Hot Springs earthquake in 1948, measuring magnitude 6.5, was centered on the San Andreas. Numerous smaller earthquakes have occurred on this fault. Maximum magnitude of future earthquakes centered on the segments of the San Andreas in Southern California could range from magnitude 7.3 to 8.2. A magnitude 8 earthquake on the southern segment of the San Andreas could produce Mercalli intensities of VII to IX in eastern San Diego County and VI to VII in the coastal zone.

San Jacinto Fault

The San Jacinto fault is parallel to and west of the San Andreas. Stretching 125 miles from the Imperial Valley to San Bernardino, The San Jacinto fault cuts diagonally across the northeast corner of San Diego County. Between 1899 and 1979 there have been eight earthquakes with a magnitude near or greater than 6.0. The San Jacinto fault is the most active fault in San Diego County. Maximum magnitude could range from 6.9 to 7.3. Portions of the San Jacinto are only 60 to 80 miles from San Diego. An earthquake of magnitude 7.0 could produce Mercalli intensities of VI or VII in the coastal areas.

Elsinore Fault

The Elsinore fault, at approximately 135 miles, is the longest active fault in the county. This fault begins near Vallecito in Anza/Borrego, passes through the Julian area, heads northwest past Mount Palomar, into Riverside County. The Elsinore fault was the source of an earthquake with a magnitude of 6 in 1910. Since then, only one earthquake greater than magnitude 5 has been experienced on the Elsinore fault. An earthquake with a magnitude as high as 7 is possible for the Elsinore Fault. An earthquake of this size could cause damage equal to intensity VII or greater.

Rose Canyon Fault

The Rose Canyon fault repeats northwest tending pattern of the faults to the east, only instead of running through sparsely populated mountains and desert, it runs through the densely populated coastal strip. This fault comes on shore at La Jolla, passes to the east side of Mount Soledad, extending south along the I-5 corridor towards the bay and downtown San Diego. The fault consists of several parallel strands that when examined as a group create a fault zone.

In the historic past, earthquakes originating on the Rose Canyon fault have been in the range of magnitude 3 to 4. It is generally agreed that an earthquake of magnitude 6 to 7 is not improbable. An earthquake of this size could create Mercalli intensities ranging from VIII to IX in the urbanized coastal area. While La Mesa would likely be spared the worst, destruction of lifelines and temporary disruption of the general social fabric would have community wide impacts.

Offshore Faults

The sea floor off the coast of Southern California is extensively faulted. Studies

of underwater topography reveal numerous basins, steep sided ridges and offshore islands indicative of faulting activities. Maximum probably magnitude for the offshore faults range from 6.0 to 7.7. Mercalli scale intensities as high as VIII could be experienced. An earthquake of this size could cause severe damage in the coastal area. An earthquake centered on any of the offshore faults could also create a seismic sea wave or tsunamis.

The Effects of Seismic Activity

Significant earthquakes originating on local faults are a probability in the San Diego area. Unfortunately, the location, occurrence and magnitude of earthquakes cannot be predicted. The effects of an earthquake are known and can be anticipated. The following section describes the primary and secondary effects of earthquakes.

Surface ruptures and fault displacements occur along the fault trace. Movement is either laterally (sideways) or vertically. Usually only a few inches, but sometimes several feet, of movement can occur. Shifting of the earth can be a slow, continual creep (displacement) or rapid

Table AV

Comparison of Richter and Mercalli Scales

Richter Magnitude	Modified Mercalli Intensity Scale (1931) Wood and Newman
	I. Detected only by sensitive instruments.
	II. Felt by a few persons at rest, especially on upper floors; delicate suspended objects may swing.
M3	III. Felt noticeably indoors, but not always recognized as a quake; standing autos rock slightly, vibration like a passing truck.
	IV. Felt indoors by many, outdoors by a few; at night some awaken; dishes, windows, doors disturbed; motor cars rock noticeably.
M4	V. Felt by most people; some breakage of dishes, windows, and plaster; disturbance of tall objects.
	VI. Felt by all; some breakage of dishes, windows, and plaster; disturbance of tall objects.
M5	VII. Everybody runs outdoors; damage to buildings varies, depending on quality of construction; noticed by drivers of autos
M6	VIII. Panel walls thrown out of frames, fall of walls, monuments, chimneys; sand and mud ejected; drivers of autos disturbed.
	IX. Buildings shifted off foundations; cracked, thrown out of plumb, ground cracked, underground pipes broken.
M7	X. Most masonry and frame structures destroyed; ground cracked; rails bent landslides.
	XI. New structures remain standing; bridges destroyed; fissures in ground; pipes broken; landslides, rails bent.
M8	XII. Damage total; waves seen on ground surface; lines of sight and level distorted; objects thrown up into air.

movement resulting from an earthquake (rupture). Structures built across an active fault are susceptible to damage from fault movement. There are no known faults in La Mesa. Damage resulting from surface rupture or fault displacement is not expected. However, an earthquake with significant surface rupture or fault displacement along the Rose Canyon fault would have regional impacts. Regional impacts could include damage to sewer, power and water lines and disruption of the regional transportation network.

By far the greatest seismic hazard is ground shaking, resulting from energy released during an earthquake. The intensity and duration of the seismic event influence the degree of damage. Distance from the epicenter, bedrock and soil characteristics also influence the severity of ground shaking.

Distance mitigates ground shaking originating on the San Andreas, San Jacinto and Elsinore faults. Ground shaking resulting from a moderate earthquake centered on any of these faults might not be detected in La Mesa. Ground shaking would be noticeable in a major event, but damage would be restricted to poorly constructed buildings or structures on unstable soil.

The Rose Canyon fault and the offshore faults are closer. Ground shaking centered on these faults could range from minor to significant depending on the epicenter location and the duration and intensity of the seismic event. Damage to structures resulting from ground shaking would also range from minor to extensive depending on soil stability and the type of construction.

Although ground shaking and surface ruptures are the primary effects of seismic activity, several other related phenomenon are potential seismic hazards. These secondary effects can be as damaging as the earthquake itself. The following section describes the secondary effects.

Liquefaction is a soil phenomenon in which water saturated unstable soil loses its strength when subjected to the forces of intense prolonged ground shaking. Soil liquefaction can magnify ground shaking, induce landslides and cause differential settling of structure foundations. Loosely structured soil, such as alluvium or improperly compacted fill, are more susceptible to liquefaction. Clay-rich, well compacted soils are less susceptible. Deep unconsolidated soil combined with

a high water table, increase the risk of liquefaction hazard.

Portions of La Mesa are underlain by the Santiago Peak Volcanics or the granitic rock of the southern California batholith. Where these geologic formations are present, bedrock is close to the surface, soils are shallow and fairly fast draining. These areas are relatively free from hazards related to liquefaction. Most of La Mesa is underlain by sedimentary rocks of the marine terraces. Soils developed from these rocks are clay rich and fairly well consolidated. However, pockets of less consolidated material are present. In addition, in some areas an impermeable hardpan layer traps and holds water close to the surface.

A key factor in evaluating liquefaction hazard is the degree of soil saturation. Dry soil is inherently more stable than wet soil because water acts as a lubricant. Information on groundwater depths in La Mesa is limited. The presence of subsurface springs indicates that water is close to the surface, at least in localized areas. It is more likely that throughout most of La Mesa groundwater is not naturally abundant. However, more information is needed about the nature of the subsoil and the presence of groundwater before an accurate assessment of liquefaction hazard can be made.

Tsunamis are seismically induced ocean waves. Destructive forces resulting from tsunamis can range from negligible to substantial. La Mesa's location and elevation mitigate the tsunamis hazard experienced by low elevation coastal areas. However, regional hazard remains. The potential for disruption of life lines and transportation networks in coastal areas could have region-wide impact.

Seiches and surges are the oscillation of water within a confined basin, such as a lake, river or bay. Imagine liquid sloshing when a glass is shaken. On a much larger scale, this same phenomenon causes seiches and surges. Duration ranges from a few minutes to several hours after the initial shock. Flooding can result as waves run up on the lake shore. Steel water tanks have been damaged by the force of seismic induced water surges. Water bodies in La Mesa which could be subjected to seiches or surges are Lake Murray, Lake Helix, and the lake behind Anthony's restaurant. Enclosed reservoirs and water tanks related to area-wide water distribution service could also be

affected, as well as public and private swimming pools.

Fire is often a secondary effect of an earthquake. Damaged power lines, gas mains and electric or gas equipment can start fires. Effort to put fires out can be hampered by broken water mains or damaged fire fighting equipment.

Flooding can result from seismic activities. In its most dramatic form, flooding threatens lives and properties in areas downstream from a seismically induced dam failure. More likely, however, is property damage related to flooding caused by broken water and sewer pipes.

An earthquake can trigger slope failure. Sedimentary rock is at risk for slope failure resulting from the layered nature of this rock type. Sliding can occur along transition areas of sedimentary rock with different stability characteristics.

Reducing Seismic Risk

The Uniform Building Code assigns four seismic zone designations based on the degree of earthquake hazard. Minimum structural requirements increase as level of risk increases. Zone 3 implies high degree of risk, although not as high as Zone 4. Zone 4 is applied in areas close to major faults. The urbanized western portion of San Diego County is designated Zone 3 in response to the perception of a lesser degree of hazard. The eastern more rural section of the County is designated Zone 4 to reflect a greater degree of hazard from the Elsinore, San Jacinto and San Andreas faults. Recent information about the Rose Canyon fault shows a higher degree of activity than was previously believed. An upgrading of the coastal areas of San Diego County, from seismic Zone 3 to Zone 4 may result. Compliance with the more stringent requirements of Zone 4 increase construction cost between one and five percent.

There are three categories of risk from seismic hazard. These are, risk to the public of injury or death, risk of damage to property and risk of social disruption. Mitigation of these risks is a public agency responsibility requiring identification of an acceptable level of risk and development of a risk mitigation program.

The concept of acceptable risk recognizes there are varying degrees of risk inherent in all human activities. Administration of hazard mitigation programs balance the social and

economic cost of hazard elimination against the probability that the hazard will occur. Hazard with a high probability and with severe impacts on society demand the attention of the community. Those hazards which occur infrequently or impact a small number of people are less important. Earthquakes occur infrequently. The consequences of a major earthquake could however, be extremely disruptive.

Assignment of local resources to seismic hazard elimination requires establishment of priorities. The first priority must be the protection of the public from injury and death. Protection of property is a second priority. Elimination of social disruption is less important at the local level.

Protection of the public from injury and death primarily involves the identification and elimination of hazardous structural conditions. Voluntary versus involuntary risk play a role in setting priorities for unsafe structure elimination. Public buildings not occupied by choice, such as hospitals, schools and buildings used for public assembly should sustain very low levels of risk. Buildings housing disaster response functions should also be viable after a severe earthquake. Single family dwellings, which are the majority of structures in the city, can tolerate a higher level of risk due to the voluntary nature of the occupancy.

The La Mesa General Plan Safety Element can provide policy guidelines in the area of seismic safety. Policies requiring the implementation of the Uniform Building Code will reduce seismic risk for new construction. Identification and upgrade of public buildings which are hazardous due to outdated construction methods and materials will reduce risk for existing facilities. Development of an earthquake preparedness plan and dissemination of earthquake safety information will reduce risk within the community.

Fire Safety

Introduction

State law mandates policies related to fire hazard in the Safety Element of the General Plan. The purpose is a reduction in the exposure to fire risks experienced in urban and rural areas throughout the state. In rural areas the emphasis is on

reducing fire loss related to wildland fires. In urban areas structural fire protection is emphasized.

These two types of fire combined with disastrous consequences in June of 1985 in the Normal Heights fire. One hundred homes were destroyed or damaged by an arson fire started in a canyon, expanding rapidly to structures along the canyon rim. This fire raged out of control until aircraft typically used in a forest fire was brought in. Fires like Normal Heights and all other fire hazard experienced by a community create the need to address fire safety in the General Plan.

Fire Hazard in La Mesa

Wildland fires occur in rural areas but can also occur where development interfaces with undeveloped areas. When La Mesa was less developed wildland fires were more common. Today, La Mesa is an urban community. There are however areas remaining which present a wildland fire hazard.

Keeney Street canyon south of Interstate-8 is one such area. Eastridge and portions of Mount Helix are also at risk. Characteristic shared by these areas are limited access, steep terrain, thick vegetation cover and deficient hydrant spacing and water pressure.

Although it sounds like a cliché, the primary cause of fires in urban areas is carelessness. Mishandling of flammable liquids, matches, candles, and smoking material, blocked furnace vents, and grease fires in the kitchen are examples. While public education programs are important in reducing the incidence, these types of fires will continue to occur.

Arson fire is a problem in other areas. Because of the primarily residential and middle class nature of the community, arson is not a significant cause of fires in La Mesa.

Response to Fire Hazard

The Uniform Fire Code sets standards governing the use of property from a fire safety perspective. Setbacks, access, building material and design, building occupancy, and the use and storage of hazardous materials are examples of regulations found in the Uniform Fire Code.

In addition to the Uniform Fire Code, the La Mesa Municipal Code includes a section on fire regulations specifically applicable in La Mesa. Enforcement of fire code regulations mitigates fire hazard in the community.

Adequate fire protection services, including manpower, equipment and facilities reduce fire hazard. La Mesa's Fire Department achieves an ISO rating of 2 signifying a well equipped and well trained fire response service.

Adequate "fire flow" is the amount of water delivered by the hydrant. La Mesa is well served by the Helix Water District. The minimum fire flow in single family residential areas is 1,000 gallons per minute. Most hydrants in the city can deliver the minimum flow. Fire flows are required to be higher in commercial and high density residential areas. This is achieved by the increased size of water mains serving these areas and by combining hydrant flows.

Fire hydrant spacing is important. The maximum distance permitted between hydrants in single family residential areas is 500', placing every home within 250' of a hydrant. In commercial and high density residential areas the hydrant spacing requirement is reduced to 300' or less based on the type of development. Installation of a hydrant as a condition of development approval is a standard practice.

Installation of fire sprinklers in large or multi-story structures is effective. New construction of nonresidential facilities over 12,000 square feet or 3 stories require the installation of sprinklers.

Adequate access for fire equipment and personnel is required. Minimum access for private easements is 14' for a single dwelling. Access to multiple dwellings and fire lanes serving commercial establishments are required to be 22' of unrestricted width. A turn around is required at a maximum of 150' or less if topography or building arrangement warrant it.

Fire safety inspection of commercial and industrial facilities is effective. An on-going inspection program targets new as well as existing businesses. Identified fire safety violations are corrected and reinspected.

Around undeveloped and open space areas the selective clearing and thinning of overgrown vegetation reduces fire risk. Native chaparral species as well as non-native grass species are relatively less fire resistant. Replacement plantings using

fire resistant species along the interface between developed and undeveloped areas reduces wildland fire hazard.

Public education is perhaps the most cost effective fire hazard reduction tactic. For example, the expanded use of home smoke detectors has cut the national fire related death rate in half. Other topics for public education include the safe storage of flammable materials, and the need for brush and weed abatement. La Mesa's fire safety public education program focuses on all segments of the community to increase fire safety awareness of every citizen.

Disaster Preparedness

Daily it seems, disaster occurs somewhere in the world. An airplane crash, an earthquake, an oil spill, fire, famine and flood are in the news on a regular basis. It is easy to be complacent. Most people will live all of their lives without being touched by disastrous events. Others however will not be so lucky. The basic tenet of disaster preparedness is that there is limited control over the occurrence of a disaster, but response to a disaster can be controlled. Impacts are mitigated through anticipation and preparation.

Regional Coordination

The foundation of disaster response planning is a mutual aid system involving local, state and federal agencies. Mutual aid ensures that adequate resources and support are available to jurisdictions coping with the results of a disaster. A hierarchy of authority is established which coordinates the flow of aid as needed while retaining local jurisdictional responsibility and control.

Primary focus of regional disaster preparedness is on earthquake response. A powerful earthquake having region-wide impacts would severely test response capabilities of the region. The County Office of Disaster Preparedness, in cooperation with the State Office of Emergency Services, is responsible for regional coordination of earthquake response. Annual training exercises simulate a hypothetical earthquake incident. Local agency participation is encouraged. Post exercise assessment

identify future training and coordination needs. The Office of Disaster Preparedness is also responsible for regional coordination of all other types of emergency response.

Local Disaster Planning

The City Council has adopted a La Mesa Emergency Plan. The plan describes a comprehensive emergency management system for response to natural and man-made disasters. Lines of authority and operational responsibilities are identified. A framework for the continuity of government and maintenance of city services is outlined. The Emergency Plan provides city staff with the basis for an effective response in the event of a local or region-wide disaster.

Hazardous Materials

Since the Industrial Revolution, and especially since the end of the Second World War, the number of new chemicals and industrial processes used to manufacture everyday consumer products has exploded. In 1940, it is estimated that the United States manufactured about 1 billion pounds of synthetic organic chemicals. By 1950, this number had increased to 30 billion pounds. In the 1970's, 300 billion pounds of synthetic organic chemicals were manufactured to produce a myriad of consumer goods including, fabrics, paints, plastics, pesticides and pharmaceuticals. Many of these 'new' processes and products, while raising the standard of living, are potentially hazardous to humans and the environment, either from the mishandling of materials used in manufacturing or the resulting waste.

As the number of hazardous substances grows, the laws regulating these materials have become increasingly comprehensive and complex. Since the late 1960's both the Congress and the State Legislature have enacted laws aimed at protecting the public from the mismanagement of hazardous substances.

Federal Regulations

Three laws enacted by Congress in the mid-1970's, form the basis for a national policy related to management of hazardous substances. The Toxic Substances Control Act (TOSCA) has been characterized as a first attempt to subject the chemical industry to federal regulatory oversight. The Environmental Protection Agency (EPA) is responsible for implementation. TOSCA gives EPA authority to regulate the manufacture and use of thousands of existing and newly developed chemicals. Substances with high risk characteristics, which clearly outweigh the benefits can be banned, or in the case of a new compound, prevented from coming to market.

The Federal Resource Conservation and Recovery Act (RCRA) was enacted to address waste management issues. A portion of the law covers hazardous waste disposal. RCRA establishes a "cradle-to-grave" management system with requirements for record keeping, reporting, transportation, treatment, storage, and disposal. As hazardous waste moves through the system, it is tracked by a manifest system. The goal of RCRA is establishment of a minimum federal standard for hazardous waste management. States are permitted to enact higher standards, but in the absence of tougher state standards the federal minimum standards apply.

A third federal law addressing hazardous materials is the Hazardous Materials Transportation Act. This law authorizes the federal Department of Transportation to regulate packing, handling, labeling, marking, placarding and routing of hazardous materials.

These three laws form the backbone of the federal management of management of hazardous materials and hazardous waste. Amendments to these laws, as well as additional legislation, such as the "Superfund" hazardous waste site cleanup and laws regulating underground storage tanks, support and strengthen federal commitment to protection of the public health and the environment from the impacts of improper handling of hazardous substances.

State Regulations

California has shown leadership in the enactment of laws related to hazard-

ous materials and hazardous waste. The Hazardous Waste Control Law (HWCL), enacted in 1972, provided a model for the hazardous waste sections of the federal RCRA. This law establishes, at the State level, a "cradle to grave" regulatory framework for management of hazardous waste.

In 1986, the Hazardous Waste Management Act was enacted, directing the State Department of Health Services and the State Water Resources Control Board to promote reductions in hazardous waste generation through recycling and treatment. This law represents a shift in focus from management of hazardous waste at the "end of the pipe", to a more comprehensive management plan. Subsequent legislation addresses the need for technical and financial assistance to business investment in new technology to promote the reduction, recycling and treatment of hazardous waste.

Also enacted in 1986, the Hazardous Materials Storage and Emergency Response legislation, mandates local regulatory control over the storage of hazardous materials, as well as local emergency response planning. All businesses which handle hazardous material and hazardous waste are required to submit a "Business Plan" which contains detailed information about the type and amounts of chemicals at the site and the amounts of hazardous waste generated. Threshold quantities which trigger the requirement for a business plan are, 55 gallons of a liquid, 500 pounds of a solid, and 200 cubic feet of a compressed gas. The business plan must be updated when there is any change in conditions and must be recertified annually. Business plans are on file and available for public inspection at the Hazardous Materials Management Division of the San Diego County Health Department.

The Hazardous Materials Storage and Emergency Response law also mandates preparation of a local Emergency Response Plan based on information provided in the business plans. This law establishes a regulatory framework for the management of hazardous substance at the local level.

Other state laws which address hazardous substances include a state program for clean up of contaminated sites, regulation of underground tanks, water quality control, transportation of hazardous substances and management of household hazardous waste.

Of special significance to local jurisdictions is another state law enacted in 1986. The Tanner Bill (AB 2948) creates a local planning process designed to make each county responsible for managing hazardous waste generated within its borders. The process is also intended to foster cooperation among counties by encouraging coordinated planning and siting efforts to meet regional hazardous waste treatment and residuals disposal needs.

Under the Tanner Bill, each county is required to prepare a County Hazardous Waste Management Plan. The plan must address the following issues:

- Hazardous waste generation
- Potential to recycle and reduce hazardous waste generation
- Existing treatment facilities
- Potential for expansion of existing treatment facilities
- Identification of siting criteria for new hazardous waste treatment facilities.

Goals and policies related to hazardous waste management are also included in the plan. Each County's Hazardous Waste Management Plan must be incorporated into its General Plan or be adopted by ordinance. Each City within the County may either adopt the plan as part of its General Plan, adopt the plan by ordinance or adopt a city specific Hazardous Waste Management Plan.

The San Diego County Hazardous Waste Management Plan was developed as a collaborative effort on the part of the County, the San Diego Association of Governments, the 18 incorporated cities, industry representatives, environmental groups, the Department of the Navy and the public. Extensive opportunity for public review and comment was given on the draft plan, prior to submittal of the final draft to the State Department of Health Services (DOHS). The San Diego County Hazardous Waste Management Plan has been approved by the State DOHS and is therefore considered an acceptable response to the Tanner Bill.

With the DOHS approval, local agencies are required to take the following steps toward creating a Final Hazardous Waste Management Plan:

- Adopt a policy to consider the data, policies and recommendations of the San Diego Hazardous Waste Management Plan in evaluating applications for facility siting.

- Adopt the siting criteria in the San Diego County Hazardous Waste Management Plan for use in evaluating facility applications.
- Use the general areas identified in the San Diego Hazardous Waste Management Plan as the basis for accepting facility applications.
- Adopt the model Conditional Use Permit, or other equivalent procedural means, for processing and evaluating facility permits.
- Consider approval and use of the Southern California Hazardous Waste Management Plan and intergovernmental agreements and incentive programs in evaluating applications in facility siting.

Local Regulations

The California Department of Health Services is the lead agency implementing state and federal regulations related to management of hazardous materials. The County of San Diego Department of Health Services, Hazardous Materials Management Division (HMMD) is the lead agency for implementation of State and Federal law at the local level. The mission of the HMMD is to document the use and storage of hazardous substances and provide comprehensive regulatory oversight to protect the public health and the environment.

Several other agencies are involved at the local level in hazardous materials management. The Combustible, Explosive and Dangerous Materials Inspection Program is staffed by the City of San Diego Fire Department. The regional HAZMAT Incident Response Team, a cooperative effort between the San Diego Fire Department and the Hazardous Materials Management Division responds to hazardous material incidents region-wide. The Air Pollution Control District, the San Diego Regional Water Quality Control Board and local sanitation districts are also involved in hazardous materials and hazardous waste management.

Sections of the Uniform Building Code and the Uniform Fire Code regulate the use and storage of hazardous substances. These codes are adopted and enforced by local jurisdictions to set a minimum standard for building and fire safety. The Building Code sets forth criteria for construction of buildings were

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hazardous substances are handled, including a requirement for "control areas" which separate and contain operations involving hazardous substances.

The Fire Code calls for Hazardous Materials Management Plans (HMMP) to be submitted by businesses handling hazardous substances. Site plan, building plan, type and amount of hazardous substances, chemical compatibility, separation, monitoring, inspection, record keeping, and employee training must be specified in a written plan. This is similar to the requirements of the State mandated business plan. A business plan is accepted by the La Mesa Fire Department as a substitution for the HMMP.

Local zoning ordinances and municipal codes are an additional source of regulatory control of hazardous substances. Zoning ordinances can restrict to certain areas, or prohibit all together, businesses which handle more than thresholds amounts of hazardous materials.

Defining Hazardous Materials

The California Health and Safety Code defines hazardous materials as, "any material that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or the environment. Hazardous materials include, but are not limited to, hazardous substances, hazardous waste, and any material which a handler or the administering agency has a reasonable basis for believing that it would be injurious to the health and safety of persons or harmful to the environment if released into the workplace or the environment."

The Code of Federal Regulations defines fourteen categories of hazardous materials. These are divided into physical hazard and health hazard as follows:

Physical Hazards

- Explosives or Blasting Agents
- Compressed Gas
- Flammable and Combustible Liquids
- Flammable Solids
- Oxidizers
- Organic Peroxides

- Pyrophoric Materials (ignites spontaneously)
- Unstable (Reactive) Materials
- Water-reactive Materials
- Cryogenic Fluids (produces extremely low temperatures, refrigerant)

Health Hazards

- Toxic or Highly Toxic Materials
- Radioactive Materials
- Corrosives
- Other Health Hazards

The degree of hazard presented by the materials listed above depends on several variables. These are, the chemical and physical properties of the material, the amount and concentration of the material, the use, activity or process involving the material and the surrounding conditions. Regulating authorities consider these variables when reviewing businesses involved in the production or use of hazardous materials. In California, the threshold above which regulatory oversight is required is 55 gallons of a liquid, 500 pounds of a solid and 200 cubic feet of compressed gas.

Hazardous Waste Management

As noted in the County Hazardous Waste Management Plan, environmental management efforts have traditionally been focused almost completely on regulation of "end-of-the-pipe" pollution, rather than prevention of pollution. Federal and State budgets for environmental protection of air, water and land consistently designate greater than 99% of financial resources to pollution control after waste and pollution has been generated. The Tanner Bill recognizes that an important part of the strategy for hazardous waste management planning is the reduction of the amount of hazardous waste that needs disposal.

The hierarchy for preferred hazardous waste management technologies is shown in Table A.W. Reduced generation of hazardous waste at the source is the preferred method because it eliminates or minimizes the problem and risk altogether, and avoids the need for further handling. On-site and off-site recycling, recovery and reuse are next in priority. These methods will still produce hazardous residuals which will require disposal.

The third priority is the on-site or off-site treatment of hazardous wastes. Those treatment techniques generally result in some releases to the air or water, and also require disposal of residuals. Land disposal facilities will continue to be necessary for managing residuals of treatment technologies.

On-site managing of hazardous waste is generally preferred to off-site handling. On-site management avoids or minimizes the risk and decreases the cost involved in the transportation of hazardous materials, and reduces the need to establish difficult to site hazardous waste disposal facilities.

Hazardous Waste Minimization

Waste minimization is the first priority in the hazardous waste management hierarchy. Reduction in the generation of hazardous waste will, in turn, reduce the need for treatment, storage, and disposal of hazardous waste. Waste minimization techniques focus on source reduction and recycling activities that reduce the volume or toxicity of the waste. Generally, waste minimization techniques can be grouped into four categories:

TABLE A.W HAZARDOUS WASTE MANAGEMENT TECHNOLOGY PRIORITIES	
1. WASTE REDUCTION	<ul style="list-style-type: none">• REDUCE USE OF HAZARDOUS SUBSTANCES• MATERIALS SUBSTITUTIONS• PRODUCT SUBSTITUTIONS
2. RESOURCE RECOVERY/ RECYCLING	<ul style="list-style-type: none">• ON-SITE RECOVERY/RECYCLING• OFF-SITE RECOVERY/RECYCLING
3. TREATMENT	<ul style="list-style-type: none">• ON-SITE TREATMENT• OFF-SITE TREATMENT<ul style="list-style-type: none">• PHYSICAL TREATMENT• CHEMICAL TREATMENT• BIOLOGICAL TREATMENT• THERMAL TREATMENT

- Inventory management and improved operations.
- Modification of equipment.
- Production process changes.
- Recycling and reuse.

Siting and Permitting of Hazardous Waste Facilities

Siting hazardous waste treatment facilities is a public process that must weigh economic with health and environmental concerns. The San Diego Hazardous Waste Management Plan and this Safety Element propose strategies which balance public participation and full disclosure with local governments responsibilities to meet the environmental, public health and economic needs of its citizenry.

The siting criteria developed for the San Diego Hazardous Waste Management Plan, and included by reference in this element, will be used to assess the appropriateness of a site or area for a hazardous waste facility. The objectives of these criteria are to:

- Protect the health and safety of the residents of San Diego County.
- Ensure the structural stability of the facility.
- Protect surface water quality.
- Protect groundwater quality.
- Protect air quality.
- Protect environmentally sensitive areas.
- Ensure safe transportation of hazardous waste.
- Protect the social and economic development goals of the County.

The Siting/Permitting Process

The selection of a suitable location and appropriate conditions for a hazardous waste facility is the product of a four-way consideration involving the developer, the community, the State and local regulatory agencies, and the local government. The following sections describe how the four interact and cooperate as necessary to ensure that new facilities are sited in appropriate locations.

1. Agency Roles

The Tanner Bill requires each jurisdiction with a pending application to appoint a Local Assessment Committee (LAC) to evaluate facility projects. Under the law, the LAC has broad authority to negotiate with the project proponent, represent the interests of the public, receive and expend funds from technical assistance grants, and advise the legislative body on the conditions agreed to with the proponent. At the State level, the review function of the LAC must be coordinated by the Office of Permit Assistance (OPA). The OPA has responsibility for assisting in convening meetings and hearings, encouraging joint review and processing of applications, and mediating disputes. City staff will oversee the environmental review under CEQA and draft use permit conditions and recommendations for consideration by the City Council.

2. Role of CEQA

The California Environmental Quality Act (CEQA) provides a framework for evaluating facility proposals by requiring agencies to identify environmental impacts and to observe strict deadlines in analysis. CEQA places strong responsibility on the City to consider alternatives and to take into account public comments.

3. Local Land Process

Conditional use permits are mentioned in the State guidelines as a decision making tool suitable for regulating hazardous waste facilities. This is because conditional use permits are typically required for uses with unusual site development features or operating characteristics which call for special design and operating conditions to insure compatibility with surrounding uses. It should be noted that the approved siting criteria in the San Diego Hazardous Waste Management Plan will likely make it very difficult for a hazardous waste facility to ever be established in La Mesa.

Fair Share Concept for Siting Regional Hazardous Waste Facilities

The San Diego Hazardous Waste Management Plan proposes the use of a fair share formula for cooperating with other southern California counties in siting regional hazardous waste treat-

ment facilities. This formula has been developed and promoted by the Southern California Hazardous Waste Management Authority (SCHWMA) as a logical and economical way of dealing with the State requirement that each county provide waste treatment facilities for waste generated within their jurisdiction. The San Diego Hazardous Waste Management Plan notes that it would not be economical for each county to provide its own waste treatment facilities in all instances. Therefore, the fair share formula was developed to be guided by the following principles:

1. Every county and city in the region will accept responsibility for the management of hazardous wastes in an amount proportionate to the hazardous waste generated in the county or city.

2. Each county shall meet its obligation in managing hazardous waste either by siting facilities or by entering into intergovernmental agreements with other counties to site facilities.

3. SCHWMA encourages the siting of treatment facilities where there is substantial unmet need for the type of treatment a facility would provide. SCHWMA will consider the relative risk of waste type and treatment methodology in the fair share allocation of facilities.

4. The minimum fair share responsibility for each county shall be to have some combination of facilities within the county and intergovernmental agreements which will equal the county's off-site hazardous waste generation.

5. The maximum fair share responsibility for each county will be to have facilities sited within the county that equal the off-site waste generation of the county. The county may choose to site facilities in excess of the that county's off-site waste generation.

6. The SCHWMA will assist and support local government siting of facilities consistent with the first five fair share principles.

7. Fair share determination is dynamic and will change based upon economic growth, progress in waste minimization, technological advancement, and progress in siting facilities. The fair share determination for each county shall be made annually.

Household Hazardous Waste

While the vast majority of hazardous materials are used by industries as part of their manufacturing process, a significant part of the hazardous waste stream is produced by households that use and then discard cleaner, pesticides, paint products, automotive products, hobby products and other toxic substances commonly found in households. These materials and wastes are significant because they have the potential to cause physical injury and environmental damage in their use and disposal. When these materials are disposed of improperly in the municipal refuse or sanitary sewer system, they have the potential to harm refuse workers and to contaminate landfills, the underlying groundwater and other environmental media.

State law mandates that local jurisdictions plan for the management of household hazardous waste. This is accomplished by the Household Hazardous Waste Element of the countywide Integrated Waste Management Plans. The City of La Mesa has completed a draft of its Household Hazardous Waste Management Element. This document will be forwarded to the County of San Diego for incorporation in the Integrated Waste Management Plan.

The San Diego region has established a successful household hazardous waste collection program. Collection events at locations throughout the county allow residents and small businesses to dispose of household hazardous wastes in a responsible manner. Collection events are held in La Mesa several times a year.

Local Responsibilities

Under the Tanner Bill, the City of La Mesa has a responsibility to do one of the following:

A. Adopt, as part of the city's general plan, a City Hazardous Waste Management Plan which incorporates appropriate portions of the County Hazardous Waste Management Plan.

B. Adopt an ordinance which requires all land use decisions to be consistent with the County Hazardous Waste Management Plan

C. Adopt an entirely new City Hazardous Waste Management Plan from scratch.

Since city staff was active in the cooperative effort to develop the County Hazardous Waste Management Plan, and the City Council reviewed and concurred with the County plan prior to its submission to the State DOHS for approval, the City has determined that the first option is the most appropriate.

Goals and policies related to the management of hazardous materials and hazardous waste will be included in the Safety Element of the General Plan. The Safety Element will therefore serve as the City's Hazardous Waste Management Plan.

Citizen Input

One group of the General Plan Citizen Committee answered a nominal question about public safety, as follows:

The General Plan is required to focus on safety issues including fire, seismic, geologic and flooding. As discussed, the Building Code is one way the City ensures public safety. In addition to the building code, what are the five most important policies that should be included in the General Plan?

- 1. Insure major incident plans are developed, updated and coordinated within City departments and Office of Disaster Preparedness.*
- 2. Control use of hazardous Materials through codes and inspections.*
- 3. Establish a qualification and testing program of the current UBC for inspectors. Establish a review procedure plan to audit or monitor work of inspectors.*
- 3. Give equal weight to fire code as we do to building code.*
- 4. Require commercial buildings and multi-family buildings have and disseminate to their occupants an appropriate disaster plan.*
- 5. Develop a special (reasonable) code of building standards for historic buildings including minimum safety standards.*

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Noise

The purpose of the Noise Element is to identify and appraise existing noise problems in the community and to provide guidance to planners and developers for avoiding problems in the future. Accomplishing this task requires an evaluation of the noise sources in the community. Noise contours of major roadways and railways have been prepared to assist in the placement of appropriate land uses to reduce noise impacts. Noise policies can be established for new land uses, and potential solutions to existing problems can be recommended, based on the results of the community noise survey.

The State of California recognizes the relationship between noise and noise-sensitive land uses, and emphasizes the need to control noise at the local level through land use regulation. A Noise Element, as well as other general plan policy and implementing ordinances (zoning codes, noise ordinances, etc.), are effective tools in noise reduction and mitigation. Section 65302(f) of the California Government Code requires that each City have a Noise Element as part of the General Plan. Preparation of the City of La Mesa Noise Element follows the guidelines adopted by the Office of Noise Control, pursuant to Section 46050.1 of the Health and Safety Code.

State guidelines are very specific as to the content of the Noise Element. The Government Code (Section 65302(f)) states that the Noise Element should be prepared according to guidelines established by the State Department of Health Services. At a minimum, the Government Code requires the Element to analyze noise levels for the following:

- Highways and freeways;
- Primary arterials and major local streets;
- Passenger and freight on-line railroad operations and ground rapid transit systems;
- Commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands, and all other ground facilities and maintenance

functions related to airport operation;

- Local industrial plants, including but not limited to, railroad classification yards; and
- Other ground sources identified by local agencies as contributing to the community noise environment.

This Element quantifies the community noise environment of the City of La Mesa in terms of noise exposure contours. These contours are the basis for the development of land use compatibility guidelines.

Findings:

1. *The primary sources of existing noise are from highways and the railroad.*
2. *The primary source of increases in noise will result from increases in automobile traffic on existing highways.*
3. *Land use and noise compatibility policies need to be established in the Noise Element.*
4. *Noise is best mitigated in the initial design of a project.*

Environmental Noise Characteristics

Understanding environmental noise requires a familiarity with the physical description of noise and the way humans react to different noises. The important physical characteristics of environmental noise include frequency (pitch), loudness, and duration. The effects of noise on people can be grouped into three general categories: subjective effects, interference with activities, and physiological effects.

Airborne sound is a rapid fluctuation of air pressure above and below atmospheric pressure. The pressure fluctuation is caused by a vibrating object. It is

received by the ear and perceived by the brain as sound. Noise is defined as unwanted or undesired sound.

The standard unit of sound measurement, which includes both loudness and frequency is the decibel, abbreviated "dB(A)". Filters are used with sound level measuring equipment to emphasize various frequency or pitch ranges. The "A" filter is most commonly used since it comes closest to matching the frequency range of the human ear.

Sound pressure levels measured in decibels are calculated on a logarithmic basis. An increase of 10 decibels represents a tenfold increase in sound pressure, or acoustic energy. Zero dB(A) is the faintest sound a good human ear can hear. Upper limits are approximately 140-160 dB(A). The ear begins to feel pain at about 120 dB(A). Table AX depicts on the following page common noises and their resulting noise levels.

The effects of noise on people include: subjective effects, such as annoyance and nuisance; interference with activities, such as speech and sleep; and physiological effects, such as startle and hearing loss.

In any typical noise environment, about 10 percent of the population will object to any noise not of their own making, and 25 percent will not react or complain at all, regardless of the level of noise being generated. Noise control measures, then, are most beneficial to the remaining 65 percent of the population who are neither ultra-sensitive nor insensitive to noise. Negative reaction to noise generally increases with the increase in difference between background, or ambient, noise and the noise generated from a particular source such as traffic or railroad operations. In most situations, noise control measures need to reduce noise by five to ten dB(A) in order to effectively reduce complaints.

People generally have the ability to distinguish one sound from a background of sounds, such as a telephone ringing over music. However, certain noise levels can render a sound inaudible, for example, when heavy trucks interfere with a conversation on Spring Street.

Table AX

Typical Sound Levels

A-Weighted Sound Level in Decibels	Noise Source at a Given Distance	Noise Environments	Subjective Impression
130	Civil Defense Siren (100')		Pain Threshold
120	Jet Takeoff (200')		
110		Rock Concert	
100	Pile Driver (50') or Ambulance Siren (100')		Very Loud
90	Freight Cars (50')	Boiler Room	
80	Pneumatic Drill (50')	Printing Press Plant	
70	Freeway (100')	In Kitchen with Garbage Disposal Running	
60	Vacuum Cleaner (10')	Department Store	Moderately Loud
50	Light Traffic (100') or a Large Transformer (200')	Private Business Office	
40			Quiet
30	Soft Whisper (5')	Quiet Bedroom	
20		Recording Studio	
10			Threshold of Hearing

Source: Illingworth & Rodkin, Inc Study May 1989

vehicular traffic including automobiles, trucks, buses, and motorcycles. The level of vehicular noise generally varies with the volume of traffic, the percent of trucks, the speed of traffic, and the distance from the roadway. Noise generated by vehicular traffic in the City currently is greatest along Interstate 8, Highway 94, Highway 125, Fletcher Parkway, Lake Murray Boulevard, Baltimore Drive, Jackson Drive, 70th Street, Massachusetts Avenue, El Cajon Boulevard, University Avenue and Spring Street.

Map 40 depicts the existing 1989 noise levels within the La Mesa planning area. The noise contours are based on the Federal Highway Administration Traffic Noise Prediction Model. The contours reflect an existing "worst-case" potential and do not include the effects of shielding from buildings, terrain or other barriers which tend to reduce noise levels. The contours are shown in terms of the day/night average noise level (Ldn), a single-number rating of the average daily noise level at a given location. The Ldn is calculated by averaging the acoustical energy at a given location over a 24-hour period with a 10 dB(A) penalty added to noise levels that occur between the hours of 10 p.m. and 7 a.m. The penalty is added to account for increased sensitivity of people exposed to noise during sleeping hours.

To validate the traffic noise prediction model for the La Mesa planning area, noise measurements were taken at various roadside locations within the

Face-to-face conversation usually can proceed where the noise level is up to 66 dB(A), group conversations up to 50 or 60 dB(A), and public meetings, up to 45 or 55 dB(A), without interruption.

Sleep interference is more difficult to quantify, although studies have shown that progressively deeper levels of sleep require louder noise levels to cause a disturbance. The California Office of Noise Control (ONC) recommends that individual events within sleeping areas should not exceed 50 dB(A) in residential areas exposed to noise levels of 60 Ldn or greater. Interior noise standards of 45 Ldn will protect against sleep interference.

Environmental noise, in almost every case, produces effects which are subjective in nature or involve interference with human activity. However, brief sounds at levels exceeding 70 dB(A) can produce temporary physiological effects such as constriction of blood vessels, changes in breathing, and dilation of the pupils. Steady noises of 90 dB(A) have been shown to increase muscle tension and adversely affect simple decision making. Long-term exposure to levels exceeding 70 dB(A) can cause hearing loss.

Existing Noise Environment

Highway and Vehicular Traffic: The major source of noise in La Mesa is

Table AY

Summary of 24-Hour Noise Measurements

Location	ZAM TO 11PM	11PM TO 6AM	Ldn
I-8, east of 70th Street			
(120 feet from centerline)	73-78 dB(A)	67-73 dB(A)	80 dB(A)
SR 94			
(120 feet from centerline)	73-78 dB(A)	67-79 dB(A)	80 dB(A)
Baltimore Drive			
(60 feet from centerline)	58-65 dB(A)	49-61 dB(A)	64 dB(A)
El Cajon Blvd.			
(40 feet from centerline)	68-72 dB(A)	60-67 dB(A)	73 dB(A)

Source: Illingworth & Rodkin Inc. Study May 1989

area. Continuous 24-hour measurements were taken at four locations, and short-term measurements were taken at about ten additional locations. Measurements were taken along Interstate 8, Highway 94, and major roads. The results of the noise survey are summarized in Table AY. The Noise Appendix A contains the actual results from the 24-hour and short-term monitorings.

Based on the noise survey throughout the City, noise levels within the La Mesa planning area are generally above 65 dB(A) along the major roadways. Traffic along Interstate 8, Highway 94, and Highway 125 generate noise levels of approximately 80 dB(A) Ldn adjacent to the highway. Outdoor noise levels of 65 dB(A) are normally considered intrusive, while outdoor noise levels of 80 dB(A) are normally considered unacceptable in residential areas. Those areas adjacent to roadways with higher average daily traffic volumes experience higher noise levels. Tables within Appendix B summarize the existing noise levels adjacent to the major city streets in La Mesa and the City's planning area.

Railway Operations: San Diego & Eastern Arizona Railway Company (SD&AE) operate the only railway in La Mesa. The SD&AE railroad passes through the La Mesa planning area adjacent to Spring Street, Fletcher Parkway, and Water Street. Currently, one train per night is operated on the tracks. For safety reasons, the train blows its whistle at each major road crossing which results in annoying noise events for nearby residents. A whistle generates a maximum level of about 105 dBA at 100 feet from the source. An engine typically generates a maximum level of about 90 dBA at a distance of 100 feet from the engine. Because only one train per day is operated on the tracks, significant average noise levels are not generated. Maximum instantaneous noise levels generated by trains are high, however.

Industrial Noise Sources: Noise generated by industrial operations, such as loading, unloading, and general warehouse activities, is limited primarily to the industrial and manufacturing area located south of Fletcher Parkway between Baltimore Drive and Jackson Drive. This area is separated from residential areas by commercial land uses and by Interstate 8 which masks the noise generated by the industrial area. No sensitive land uses are, therefore, exposed to industrial-generated noise.

Aircraft Noise: There are no airports located within the City of La Mesa planning area. The closest airport is Gillespie Field located in El Cajon, approximately 2 miles northeast of the planning area boundary. Residents in La Mesa are located far enough from the airport so that they are subjected to relatively low average noise levels from aircraft operations at the facility.

Grossmont Hospital operates the only heliport in the City of La Mesa. The facility is only used to transport medical patients and not trauma cases. Five to ten flights are normally flown to the hospital every month, typically during normal business hours. This relatively low number of flights is not enough to generate noise levels above 60 Ldn.

Future Noise Environment

Highway and Vehicular Traffic: Major existing streets and highways can be expected to continue to be the dominant noise sources in La Mesa in the future. In most cases, the noise levels are expected to increase by about one to two decibels for areas adjacent to the major roads due to increases in traffic volumes. Noise levels along some of the streets serving the northern and southern portions of the city, where new development (city or regional) is expected to occur, will receive significantly greater increases in traffic. Baltimore Drive at the northern city limits and Massachusetts Avenue are examples of streets that will carry significantly greater traffic volumes in the future. Because future traffic volumes have only been calculated for the primary arterials and highways, the noise contours in Map 41 depict the future (Year 2010) noise levels for only those roadways. Some Class II collectors would also generate a significant level of noise in the future. However, future noise levels for these roadways and some segments of the primary arterials cannot be calculated until future traffic volumes have been determined. In the absence of specific traffic information, three decibels could be added to the existing noise levels on these Class II collectors to provide an approximation of the future noise levels for these roadways. Tables within Appendix C depict the future noise levels for those streets with traffic information.

Railway Operations: The Metropolitan Transit Development Board (MTDB) is currently finishing the construction of the El Cajon segment of the East Line Light Rail Transit (LRT) system. Starting in June 1989, LRT vehicles will begin operating along the SD&AE railway, which travels through La Mesa. MTDB is expected to operate approximately four LRT trains per hour during the day and two LRT trains per hour during the evening and night until 11:00 p.m. The LRT trains are expected to generate noise levels of 58 to 61 Ldn at 50 feet.

In addition to the railway noise generated by the LRT, grade crossing bells are anticipated at each street intersection the LRT passes through. The greatest intrusion due to the bell noise would occur when the bells are ringing before and after the LRT passing the intersection is audible; the LRT noise itself would otherwise mask the bell noise.





Industrial Noise: The industrial area is expected to continue its present operations. No new industrial areas are planned in the City, and, in the future, industrial generated noise would remain the same as the existing conditions.

Aircraft Noise: Any future changes in helicopter operations at Grossmont Hospital are not known at this time. However, because residential development is designated adjacent to the hospital, noise impacts may occur in the future due to the close proximity of the residential area to the helipad facility.

Noise and Land Use Compatibility

The objective of noise and land use compatibility guidelines is to provide an acceptable community noise environment and to minimize noise related complaints from residents. The compatibility guidelines are used in conjunction with the future noise exposure levels in Map 41 to identify projects or activities which may require special treatment to minimize noise exposure. Homes should not be allowed near a freeway, for example, unless mitigation measures can effectively reduce noise exposure to acceptable levels.

Table AZ
Land Use Compatibility for Community Noise Environment

Land Use Category	Community Noise Exposure Ldn or CNEL, db						Interpretation
	55	60	65	70	75	80	
Residential - Low Density Single Family, Duplex Mobile Homes							 Normally Acceptable Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction without any special noise insulation requirements.
Residential - Multi. Family							
Transient Lodging - Motels, Hotels							 Conditionally Acceptable New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.
Schools, Libraries Churches, Hospitals, Nursing Homes							
Auditoriums, Concert Halls, Amphitheatres							 Normally Unacceptable New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.
Sports Arena, Outdoor Spectator Sports							
Playgrounds Neighborhood Parks							 Clearly Unacceptable New construction or development should generally not be undertaken.
Golf Courses, Riding Stables, Water Recreation Cemeteries							
Office Buildings, Business Commercial and Professional							
Industrial, Manufacturing Utilities, Agriculture							

Source: Guidelines for the Preparation and Content of Noise elements of the General Plan, California Department of Health Services, 1988

Table AZ contains an example of preliminary guidelines which the City may consider adopting to evaluate the compatibility between land uses and future noise levels in La Mesa. It is recommended that the City eliminate the overlaps between acceptable and unacceptable noise exposures in the final adopted version. The guidelines should be used in conjunction with the noise exposure levels in Map 41, which refer to the outdoor day/night average noise level (Ldn) in general locations. According to the guidelines, a land use or proposed project in the "normally acceptable" category will be considered compatible with the noise levels indicated in the figure, in most cases, without special noise abatement measures. For example, a home of standard construction would be an acceptable use in any area of 60 Ldn or less without special insulation, setback or building design. A home in an area projected for noise levels of 60 to 70 Ldn should only be allowed following an acoustical study which recommends site specific noise attenuation measures such as double pane windows, setbacks and/or construction of soundwalls to

provide acceptable indoor and outdoor noise levels.

The following considerations should be taken into account when using the Noise and Land Use Compatibility Guidelines:

The goal for maximum outdoor noise levels in residential areas is an Ldn of 60 dB(A). This level is a requirement to guide the design and location of future development, and a goal for the reduction of noise in existing development. However, 60 Ldn is a goal which cannot necessarily be reached in all residential areas within the realm of economic or aesthetic feasibility. This goal should be applied where outdoor use is a major consideration (e.g., backyards in single-family housing developments, recreation areas in multi-family housing projects). The outdoor standard should not normally be applied to balconies or patios associated with apartments and condominiums due to the general lack of use of these balconies and patios even in quiet areas.

The indoor noise level, as required by the State of California Noise Insulation Standards, must not exceed an Ldn of 45

dB in multi-family dwellings. This indoor criterion could also be adopted as the maximum acceptable indoor noise level in single-family homes.

If the primary noise source is a railroad, then the outdoor noise exposure criterion should be 70 Ldn for future development. It may not be feasible to reduce exterior noise levels to 70 Ldn in existing residential areas adjacent to railroads. This is because train noise is usually characterized by a relatively small number of loud events which generally do not create significant noise effects in an outdoor environment. Even though the outdoor Ldn may be high, during the majority of the time the noise level will be acceptable for speech communication, and people would not be highly annoyed.

Interior noise levels in new single-family and multi-family residential units exposed to an Ldn of 60 dB(A) or greater should be limited to a maximum instantaneous noise level in the bedrooms of 50 dBA. Maximum instantaneous noise levels in other rooms should not exceed 55 dB(A).

1. The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that proper record-keeping is essential for the transparency and accountability of the organization. This section also outlines the various methods used to collect and analyze data, ensuring that the information is reliable and up-to-date.

2. The second part of the document focuses on the implementation of the proposed changes. It details the steps involved in the rollout process, from initial planning to final execution. This section also addresses potential challenges and provides strategies to overcome them, ensuring a smooth transition for all stakeholders.

3. The third part of the document discusses the long-term impact of the changes. It highlights the expected benefits, such as increased efficiency and cost savings, and provides a timeline for when these benefits are anticipated to be realized. This section also includes a summary of the key findings and recommendations for future action.

4. The final part of the document is a conclusion that summarizes the main points of the report. It reiterates the importance of the changes and expresses confidence in the organization's ability to successfully implement them. This section also includes a list of references and a glossary of terms used throughout the document.

Appropriate interior noise levels in commercial, industrial, and office buildings are a function of the use of space. For example, the noise level in private offices should generally be quieter than for data processing rooms. Interior noise levels in offices generally should be maintained at 45 Leq or less. Acoustical designs to achieve this level should be demonstrated by the project sponsor in sufficient detail to satisfy City staff and OSHA requirements.

These guidelines are not intended to be applied reciprocally. In other words, if the ambient noise in an area is currently below the desired noise standard, an increase in noise up to the maximum should not necessarily be allowed. The impact of a proposed project on an existing land use should be evaluated in terms of the potential for adverse community response, based on a significant increase in existing noise levels, regardless of the compatibility guidelines.

Citizen Input

The Citizen Committee met on the issue of noise in June 1989. On an issue as well defined as noise, the Committee focused on appropriate noise policies, as indicated below:

Given the information outlined in the background report and the presentation by the noise consultant, what are the five most important policies addressing noise which should be included in the General Plan?

1. Review all city noise ordinances and strengthen particularly for random events (barking dogs, motorcycles).
2. New development to have compatible noise levels with surrounding development.
3. Enforce city noise ordinance regulation pertaining to construction of commercial and residential buildings i.e site plan review and building material uses.
4. Pursue use of sound barriers to mitigate vehicle traffic noise (street landscaping).
5. Periodic noise contour studies by consultant or city-owned and operated equipment. Specify frequency.



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